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62D CONGRESS
3d Session

HOUSE OF REPRESENTATIVES

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No. 1252

MESSAGE OF THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

THE REPORTS OF THE COMMISSION ON ECONOMY AND EFFICIENCY

COMMUNICATED TO THE
TWO HOUSES OF CONGRESS
WEDNESDAY, JANUARY 8, 1913

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WASHINGTON
1913

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MESSAGE.

To the Senate and House of Representatives:

I submit for the information of Congress the report of the commission appointed by me to carry on the work authorized under act of appropriation of June 25, 1910, which made available $100,000—

> To enable the President, by the employment of accountants and experts * * * to more effectively inquire into the methods of transacting the public business * * * with a view of inaugurating new or changing old methods * * * so as to attain greater efficiency and economy therein, and to ascertain and recommend to Congress what changes in law may be necessary to carry into effect such results of his inquiry as can not be carried into effect by Executive action alone.

Pursuant to this authority a preliminary investigation was instituted under the Secretary to the President with a view to determining what ground should be covered and what staff and organization would be required. This preliminary inquiry was carried on until March, 1911, when, at my request, the term of the appropriation was extended to June 30, 1912, and $75,000 was added.

Of this $175,000 made available for the first two years the amount expended for the preliminary inquiry was $12,252.14, leaving $162,747.86 available for the 15 months remaining after March 8, 1911, when the commission was organized. By special message of January 17, 1912, I requested that $250,000 be made available for the current fiscal year. Only $75,000, however, was appropriated, and to this was attached a restriction to the effect that not more than three salaries could be paid in excess of $4,000 per annum, thereby forcing a complete reorganization of the commission. At the same time the Congress by special resolution requested a report from the commission with recommendations on the organization and work of the Patent Office—this to be submitted to Congress not later than December 10, or a little over three months after the resolution was passed. Although $10,000 additional was appropriated for this purpose, it was impossible within the time to organize a special staff which could do such a highly technical piece of work. A further limitation to constructive work has been found in the short period

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for which funds have been made available. Many of the problems of administration which should be gone into require months of constant attention. The commission has not felt free to undertake work which could not be reported on before the expiration of the appropriation, and the appropriation for the current fiscal year was not passed until August 24, the authority expiring June 30 following. I mention these facts to indicate some of the handicaps under which the commission has labored in prosecuting one of the most difficult, far-reaching, technical inquiries that has ever been undertaken, and one from which economies have already been realized many times greater than the cost.

In planning the work to be done by the commission the first controlling fact was that there was no basis in information for judgment as to what changes should be made or what would be the effect of any recommended change, no matter how simple it might at first appear. As was stated in my message of January 17, 1912, on the subject:

> This vast organization has never been studied in detail as one piece of administrative mechanism. Never have the foundations been laid for a thorough consideration of the relations of all of its parts. No comprehensive effort has been made to list its multifarious activities or to group them in such a way as to present a clear picture of what the Government is doing. Never has a complete description been given of the agencies through which these activities are performed. At no time has the attempt been made to study all of these activities and agencies with a view to the assignment of each activity to the agency best fitted for its performance, to the avoidance of duplication of plant and work, to the integration of all administrative agencies of the Government, so far as may be practicable, into a unified organization for the most effective and economical dispatch of public business.

The only safe course, therefore, was first to obtain accurate knowledge of the vast administrative mechanism of the Government; get a clear notion of what the officers and agents of the Government were doing in all of its departments, bureaus, and subdivisions; find out how each part of the service was organized for performing its activities, what methods are being employed, what results are being obtained, where there are duplications of work and plant, wherein the organization and methods are ill adapted or ill adjusted.

In each case, as first drafts of descriptive reports have been completed by the commission, they first have been submitted to the services whose organization and work are involved, so that this part of the work has been a joint product of all services. This has been done for the double purpose of having a statement of fact that is beyond controversy, and to lay the foundation for the consideration of the critical comments and constructive suggestions that have followed.

To the present time 85 reports have been submitted which carry recommendations. Fifteen of these reports, most of which recommend constructive legislation, have already been sent to Congress, viz:

1. Outlines of organization of the Government. Submitted January 17, 1912 (published as H. Doc. 458).
2. The centralization of the distribution of Government publications. Submitted February 5, 1912 (published in S. Doc. 293).
3. The use of window envelopes in the Government service. Submitted February 5, 1912 (published in S. Doc. 293).
4. The use of the photographic process for copying printed and written documents, maps, drawings, etc. Submitted February 5, 1912 (published in S. Doc. 293).
5. Methods of appointment. Submitted April 4, 1912 (published in H. Doc. 670).
6. The consolidation of the Bureau of Lighthouses of the Department of Commerce and Labor and the Life-Saving Service of the Department of the Treasury. Submitted April 4, 1912 (published in H. Doc. 670).
7. The Revenue-Cutter Service of the Department of the Treasury. Submitted April 4, 1912 (published in H. Doc. 670).
8. The accounting offices of the Treasury, with recommendations for the consolidation of the six auditors' offices into one. Submitted April 4, 1912 (published in H. Doc. 670).
9. The Returns Office of the Department of the Interior. Submitted April 4, 1912 (published in H. Doc. 670).
10. Travel expenditures. Submitted April 4, 1912 (published in H. Doc. 670).
11. Memorandum of conclusions concerning the principles which should govern the handling and filing of correspondence. Submitted April 4, 1912 (published in H. Doc. 670).
12. Supplementary report on the centralization of the distribution of Government publications. Submitted April 4, 1912 (published in H. Doc. 670).
13. The use of outlines of organization of the Government. Submitted April 4, 1912 (published in H. Doc. 670).
14. Report on retirement of superannuated employees. Submitted May 6, 1912 (published as H. Doc. 732).
15. Report on "The Need for a National Budget." Submitted June 27, 1912 (published as H. Doc. 854).

The reports of the commission already submitted which call for Executive action relate to a variety of subjects. Included in these reports are recommendations: For the modification of orders and practices related to the administration of the civil-service laws; the installation of a uniform system of accounting and reporting; forms and instructions for the preparation and submission of a budget; the use of window envelopes; the introduction of labor-saving office devices; more economical Government housing; better lighting, heating, ventilation, and sanitation; the better utilization of waste; the more economical disposition of obsolete and condemned stores and other property; the discontinuance of the jurat in the preparation of claims for reimbursement; the promulgation of rules governing travel expenditures.

With respect to many of these, affirmative action has been taken, but in nearly every case it is necessary to proceed slowly with the making of changes, which have already been ordered, as it necessarily requires months to make any change which broadly affects the service without causing so much confusion as to seriously interfere with the transaction of Government business.

On December 9 I transmitted the report of the commission, with its recommendations, on the organization and work of the Patent Office. This report is printed as House Document No. 1110. I am transmitting herewith 11 other reports, the recommendations contained in which have my approval, as follows:

1. Business methods of the office of The Adjutant General of the War Department.
2. The handling and filing of correspondence in the Mail and Record Division of the office of the Chief of Engineers.
3. The handling and filing of correspondence and the doing of statistical work in the Bureau of Insular Affairs.
4. The handling and filing of correspondence in the office of the Surgeon General.
5. The handling and filing of correspondence in the office of the Signal Corps.
6. The handling and filing of correspondence in the office of the Chief of Ordnance.
7. The handling and filing of correspondence in the Mail and Record Division of the Department of Justice.
8. Methods of keeping efficiency records of employees in the National Bank Redemption Agency of the Department of the Treasury.
9. Report on the electric lighting of Federal buildings of the Department of the Treasury.
10. On the establishment of an independent public health service.
11. The recovery of fiber stock of canceled paper money.

The first six of these reports have been the result of intensive study of methods employed in the offices of the War Department at Washington, which point to detail reductions in cost which may affect the appropriations for 1914. These, together with the recommendations of the Secretary of War, are sent for your information. In the opinion of the commission, an estimated saving of over $400,000 a year can ultimately be made by favorable action on the changes in methods which are recommended in the six offices of the War Department alone.

One report above listed relates to the question of personnel. This is important both in its relation to efficiency of organization and economy of work. A number of other reports, containing recommendations for changes in the details of methods which, in the opinion of the commission, will produce marked savings in annual cost of transacting the business of the offices investigated are in the hands of the services interested. These will be sent for the information of the Congress as soon as action has been taken or other conclusion has been reached.

The report on electric lighting of public buildings is significant of the inattention to administrative details in a subdivision of the service which is charged with the operation and maintenance of several hundred Government buildings. Until this inquiry was begun no attempt had been made in this office to find out what was even the gross expenditures for operation as distinct from maintenance, or capital outlays, either for each building or for the whole service, and there were no means provided for knowing the heating, lighting, cleaning, or other costs as subdivisions of operation. The head of the office was presumably interested in construction; the primary responsibility of the department was for the care and custody of funds; the result was that no attention was given to the development of the information essential to the central direction and control over operative services. And it may be said that the condition found in this office is typical of the condition found in many of the operative services. The report covers only a partial inquiry into lighting efficiency.

The report submitted relative to the recovery of fiber stock of canceled paper money proposes that the method of macerating this stock which has been in use for about 40 years be discontinued and that more modern methods be adopted. Under modern methods of treating this paper stock it is deinked and defibered with but a small loss of pulp, and such stock when recovered can be used in the manufacture of new money paper, at a saving, as compared with the present method of macerating and sale, of about $100,000 per annum.

While during the time and with the staff available it has not been possible to make final detailed reports on more than a few of the hundreds of offices at Washington, and in only one office outside of Washington has work of this character been undertaken, the reports which are submitted will serve to illustrate the character of results which may follow an extensive investigation of office technique and procedure. It is further to be noted that the offices which have been reported on are those which have been frequently under scrutiny. From what is known of the offices outside of Washington it is thought that it is in this field that the largest opportunities for economy will be found—partly due to the fact that these offices have not been brought under scrutiny, and partly due to the fact that a large number of them are dominated by political appointees.

As illustrating the relative importance of services outside of Washington, it is of interest to note that the cost of clerk hire at the New York post office alone is more than that incurred in the Departments of War, Navy, State, Justice, and Commerce and Labor at Washington; that in the customhouse at New York the cost of clerk hire is greater than in any one department at Washington.

In my opinion the technique and procedure of every branch and office of the Government should be submitted to the same painstaking examination as has been given to those on which reports have been made. To do this, however, ample funds must be provided. As stated in previous messages to Congress on the subject, there is no greater service that can be rendered to the country than that of the continuance of the work of the commission until some form of organization is provided for continuously doing this kind of work under the Executive. I have asked, therefore, that $250,000 be provided for the continuation of the investigation which has been so well begun, and that these funds be made available March 4. In my opinion this is not a matter in which the Congress should assume that public money will be unwisely spent. At a total cost of about $230,000 during the 21 months covered by the work of the commission, facts have been developed and recommendations have been made that, if followed up, will result in savings of millions of dollars each year. This has been done under the handicap of inadequate funds and uncertainty of continuation, which interfered with the making of plans which could not be completely executed within a few months. It would be very much to the advantage of the administration if the President were authorized to spend whatever amount he may deem to be necessary within the next two years, the only condition attached being that he render an account of expenditures.

WM. H. TAFT.

THE WHITE HOUSE, *January 8, 1913.*

LETTER OF SECRETARY OF WAR.

War Department,
Washington, December 18, 1912.

The President.

Sir: Some months ago I requested the President's Commission on Economy and Efficiency to investigate the business methods of The Adjutant General's Office in reference to the question of the cost of handling and filing correspondence in that office. Subsequently I extended the scope of the investigation to include the general management of the office, and later it was extended to the Surgeon General's Office, the Office of the Chief of Engineers, the Office of the Chief Signal Officer, the Office of the Chief of Ordnance, and the Bureau of Insular Affairs.

Reports on these offices have now been submitted to me by the commission, together with recommendations for changes and improvements in their business methods and estimates of the amount of the savings which would thus be accomplished annually in the management of each office. I have examined them and have the honor to transmit them herewith to you.

As will be disclosed by these reports, the work of the commission has been extremely thorough, and their investigation can not fail to be of immense benefit to the administration of those bureaus of the War Department. Their recommendations include not only the substitution of new and superior systems of administration for methods that are less economical and effective, but their investigation has in some instances disclosed wasteful and improvident details. Their investigation into The Adjutant General's Office in particular reveals that the methods of handling a large part of the correspondence of that office are antiquated and extremely complicated, and they estimate that under simpler and more modern methods a saving of over $300,000, or over 38 per cent, of its appropriations for employees' salaries can be ultimately saved to the Government. The commission recognizes that the work is done promptly and accurately, but finds that the cost is unnecessarily high, if not extravagantly so, and that great economies are possible without any loss of efficiency.

With the essential recommendations I am in hearty concurrence, and I am glad to say that most of the chiefs of the respective bureaus also concur as to these essentials. Some of the proposed reforms have already been introduced in some of the bureaus, and the experience thus achieved has been and will be most helpful in making the introduction general. A portion of the recommendations I am establishing at once by order. As to the remainder, I have appointed a committee, taking representatives from the War Department and also from the commission, who will study further the question of applying the remainder of the recommendations as to which there is some difference of opinion in some of the bureaus.

After considering the reports which the various bureau chiefs concerned have made upon the recommendations of the Economy Commission, and conferring personally with these bureau chiefs, I feel satisfied that large economies can be effected in the War Department within the next two years. On the other hand, it must be remembered that the prompt and satisfactory manner in which these bureaus, as a general rule, handle their business must at all hazard be maintained, and it may well be that the total savings estimated by the commission may be fixed at too high a figure. I am quite clear that such savings can not be accomplished in the first year during which the proposed reforms are instituted. The experience of the Corps of Engineers in making similar reforms in their field offices has indicated that the extra effort of instituting the changes postponed the realization of the full amount of the economies until the second year.

I also believe that in making any such drastic changes as are contemplated in these reports, involving entirely new methods and a large ultimate reduction of the clerical force, a portion of the savings accomplished should be devoted toward increasing the salaries of the remaining clerks upon whom the accomplishment of the reform devolves. In no other way can the morale and esprit de corps necessary to realize the full benefit of the change be inspired in the personnel of the office.

Finally, I do not believe that it will be necessary to accomplish the necessary reduction by arbitrarily dismissing any of the present force. The losses in the personnel of the War Department through deaths, resignations, discharges, and transfers amount to nearly 10 per cent of the force annually, and during the past year there has been accomplished a reduction of the entire classified force of 5 per cent. I believe that the same policy of taking advantage of this natural reduction could and should be carried out in the future in accomplishing the changes recommended by the commission.

In this connection, however, I desire to call especial attention to the provision of law which prevents details from The Adjutant General's Office to other offices or bureaus of the War Department. That provision of law serves no useful purpose of administration. It simply serves to make The Adjutant General's Office a favored bureau whose employees at times of idleness can not be called upon for service in other bureaus where assistance may be greatly needed. I have previously recommended its repeal to Congress, and the same recommendation is now made by the Commission on Economy and Efficiency. Its repeal would greatly facilitate the reorganization of the War Department along the lines proposed, and would help to minimize the inevitable stress and difficulties of instituting these salutary changes.

Very respectfully,

HENRY L. STIMSON,
Secretary of War.

(Inclosures.)

REPORTS OF THE COMMISSION ON ECONOMY AND EFFICIENCY

TO ACCOMPANY MESSAGE OF THE PRESIDENT
JANUARY 8, 1913

REPORT TO THE PRESIDENT ON THE WORK OF THE COMMISSION ON ECONOMY AND EFFICIENCY.

DECEMBER 18, 1912.

The PRESIDENT: In compliance with your request, the Commission on Economy and Efficiency has the honor to submit the following report of progress: This work was begun in September, 1910, as a preliminary inquiry by the President's direction, pursuant to an act of appropriation which made available $100,000 for the then current fiscal year—

> To enable the President by the employment of accountants and experts from official and private life to inquire more effectively into the methods of transacting public business * * * with a view to inaugurating new or changing old methods * * * so as to attain greater efficiency and economy therein, and to ascertain and recommend to Congress what changes in law may be necessary to carry into effect such results of his inquiry as can not be carried into effect by Executive action alone. * * *

The purpose of this preliminary inquiry was to determine what ground should be covered and what staff and organization would be required. One of the first conclusions reached was that it would be unwise to attempt to prosecute an investigation of such far-reaching importance, and which would involve the consideration of so many questions of technical detail, unless adequate funds were made available for at least a year longer than was provided in the original act. Request was therefore made for an extension of authority until June 30, 1912, and for $75,000 additional, which requests were granted March 4, 1911. Another conclusion reached was that it would be in every way desirable to organize the expert staff provided for as a commission. The reasons for this were two:

1. That the need for personal contact was so great and the field was so broad that no one person could develop the cooperation necessary to do more than make local changes.

2. That it would be impossible to get the services of persons who were expert on matters of Government administration, finance, accounting, and law at a compensation which could be met by the small appropriation without giving to them a status which might carry with it an honorarium.

The request of the President for an extension of authority and for additional funds having been granted, on March 8 the Presi-

dent organized the Commission on Economy and Efficiency—of six members—the understanding being that three members would be taken from the service and three from the outside.

In this relation it may be said that the cost of the preliminary investigation prior to March 1, 1911, as set forth in the report heretofore submitted, was $12,254.86. This left available $87,745.14 of the original appropriation, which, together with the $75,000 additional, gave to the President $162,745.14 to carry on the inquiry from March 1, 1911, to June 30, 1912. The commission at once proceeded to organize its staff on a basis which would enable it to continuously prosecute the work throughout the period covered by the authorization. On getting together the staff it was thought that as many as practicable should be obtained from within the service by transfer. The purpose in this, as in selecting the members of the commission, was to make the information and experience gained of continuing benefit to the service after the commission's work had been ended. The expenditures during the period of March 1 to June 30, 1911, were $34,477.90, within which amount were included the costs incident to the furnishing of adequate quarters—office space during the preliminary investigation having been provided in the White House. The amount available for the work of the commission during the fiscal year ended June 30, 1912, was $128,267.24. For the next fiscal year $75,000 was appropriated, with an added appropriation of $10,000 by special resolution for making a report with recommendations on the organization and work of the Patent Office.

A description of the details of the work done and the conclusions which were reached as a result of the preliminary inquiry will be found in the report to the President on that subject (printed as Circular No. 29). A description of the work of the commission during the period from March 8 to October 30, 1911, is fully described in a report submitted by the commission covering that period (printed as Circular No. 30).

As is set forth in a memorandum submitted to the Committee on Appropriations on May 18, 1912, the inquiries which have been conducted by the commission and the reports which have been made are of two general classes, viz:

1. Reports on general inquiries made by the commission.
2. Reports on individual services, groups of services, and related work.

The general inquiries and reports referred to relate to the following subjects, viz:

1. The budget.
2. Organization.
3. Personnel.
4. Functions and activities of the Government.

5. Accounting and reporting.
6. Office practice and equipment.
7. Government housing.
8. Standardization.

The inquiries into and reports on individual services, groups of services, and related work have to do with:

1. Commerce and navigation services.
2. Health services.
3. Statistical services.
4. Cartographic and survey services.
5. Central auditing and accounting services, records, and files.

In the preparation of the list of subjects of inquiry and report shown below, the above classification has been followed, and within each class a further grouping will be found in order to show (a) what subjects have been reported on and sent to Congress, (b) what reports have been made and not sent to Congress, and (c) those subjects of inquiry which are in current work.

Inquiries and Work of the Commission Relating to the Budget.

The inquiries of the commission which relate to the present methods of preparing and submitting estimates, and to the present form and conditions attached to appropriations, in so far as these relate to economy and efficiency of administration, are the following:

Reported on and sent to Congress:

1. Final report of the commission on "The Need for a National Budget."
   Submitted to the President on June 19, 1912, and approved and sent to Congress by a special message of the President on June 27; published and printed as House Document No. 854, Sixty-second Congress, second session.

Submitted, but not sent to Congress:

2. Interim report (1911).
   Containing a statement of work in progress pertaining to estimates and appropriations.
3. Annual report of the commission, October 30, 1911.
   Containing a statement of work in progress on the budget report up to date.
4. Work in progress.
   Preparation of analyses and summaries of data incident to the preparation of a budget for the fiscal year 1914, the results of which are being currently considered by the President.

Inquiries and Work of the Commission Relating to Organization.

As was set forth in the report of the commission of October 30, 1911, the inquiry as to how the Government is organized for doing business was one of the first undertakings. To the end that exact information with respect to the organization of each service might be made available, each department and establishment was asked to cooperate with the commission in the preparation of detail outlines

and charts of organization. In this relation the following reports have been made:

Reports sent to Congress:

1. The outlines of organization.

   Transmitted with message of January 17, 1912, and published as House Document No. 458. This report has been followed by Executive order requiring that each bureau and office keep an up-to-date record, which will show by organization units each employee, where he is at work and what he is doing, so as to enable Congress, the President, or administrative officers to obtain this information at any time desired, whether for purposes of making estimates or for purposes of considering any current question of organization. This record will also save to the Government the cost of taking the biennial census to obtain the data for the blue book and other directories and lists of employees which are regularly published at public expense.

2. The use of outlines of organization.

   Transmitted with message of April 4, contained in House Document No. 670.

3. History, organization, and activities of the Revenue-Cutter Service.

   Transmitted with message of April 4, contained in House Document No. 670.

4. History, organization, and activities of the Life-Saving Service.

   Transmitted with message of April 4, contained in House Document No. 670.

5. History, organization, and activities of the Bureau of Lighthouses.

   Transmitted with message of April 4, contained in House Document No. 670.

Reports submitted, but not sent to Congress:

6. Charts showing outlines of organization of the Department of the Navy.

   This was published as commission Circular No. 17 for distribution to the several departments and offices and for use in collaboration with department representatives in the preparation of charts of other services.

7. Reports on details of organization showing classes of personnel.

   These reports were prepared by each department and establishment as of July 1, 1912, one copy of each report being made to the Civil Service Commission and another copy being sent to the President. These have been prepared under general supervision of the commission.

8. Report on organization of the executive branch of the Government, with critical and constructive recommendations of the commission.

   All of the foregoing reports of the commission on the subject of organization have been descriptive in character; one of the purposes of having these descriptive reports prepared was to provide exact information with respect to the adjustment or ill-adjustment of organization to work. Exact information having thus been provided, the commission has in course of preparation a critical report with constructive recommendations, which will shortly be available for the consideration of the President and Congress.

9. History, organization, and activities of the Bureau of Navigation of the Department of Commerce and Labor.

10. History, organization, and activities of the Steamboat-Inspection Service of the Department of Commerce and Labor.

11. History, organization, and activities of the Coast and Geodetic Survey of the Department of the Interior.
12. History, organization, and activities of the Hydrographic Office of the Department of the Navy.
13. History, organization, and activities of the Lake Survey of the Department of War.
14. History, organization, and activities of the Geological Survey of the Department of the Interior.
15. History, organization, and activities of the Surveying Branch, General Land Office of the Department of the Interior.
16. History, organization, and activities of the Bureau of Manufactures of the Department of Commerce and Labor.
17. History, organization, and activities of the Bureau of Statistics of the Department of Commerce and Labor.
18. History, organization, and activities of the Bureau of Trade Relations of the Department of State.
19. History, organization, and activities of the Bureau of Public Health and Marine-Hospital Service of the Department of the Treasury.
20. History, organization, and activities of the Census Bureau of the Department of Commerce and Labor (included in accounting report described below).

Inquiries and Work of the Commission in Relation to Personnel.

The reports which have been submitted on organization have carried the analysis of each organization unit down to the point of showing the number of each class and under each class the salary grades of all of the personnel in the service. This has made available information which will be highly valuable in considering all questions pertaining to the classification and compensation of officers and employees of the Government. Such information, however, was not completely available until the reports of the departments and establishments above listed had been completed. The first work of the commission having to do with the subject of personnel, therefore, went into questions of law, retirement, etc. The work and reports of the commission relating to this general subject are the following:

Reports sent to Congress:

1. Methods of appointment.

Transmitted with the message of April 4, 1912, and included in House Document No. 670. In this it is recommended that all employees of the Government who are now appointed with the advice and consent of the Senate, except those who have to do with the determination of policy, such as Secretaries, be placed in the classified service. If this is done it is thought that there would be a direct saving in salaries (which do not represent compensation for work performed for the Government) amounting to several million dollars, besides a very much larger indirect saving which would follow the taking of the important branches of the service out of local politics; it is also thought that such a step would also very materially increase the efficiency of the personnel throughout every department, bureau, and office of the Government.

2. Retirement allowances.

Transmitted with the message of May 6, 1912; printed as House Document No. 732. This report also transmits a form of bill which sets forth a detail plan for the retirement of aged employees in the service.

Reports which have not been sent to Congress:

3. The effect of the apportionment clause of the civil-service act.

For the purpose of determining what had been the effect of the operation of the apportionment clause of the civil-service act, a detail inquiry was made. The result of this inquiry led to the conclusion that the construction which had been placed on the clause had operated adversely to the merit system. A statement of facts, together with critical constructive recommendations, has been submitted to the Civil Service Commission.

4. Efficiency records.[1]

Report prepared by a special committee appointed by the Secretary of the Treasury, with which the commission was asked to cooperate. This committee made a detail investigation of the operation of the efficiency records which have been used in the National Bank Redemption Agency of the Department of the Treasury. The result of this investigation was not only to report adversely on the records which theretofore existed, but has led to conclusions which, in the opinion of the commission, will be of far-reaching importance. This work was begun before the law was passed imposing on the Civil Service Commission the duty of installing efficiency records in the several departments and establishments. The results have been made available to that commission and on the request of the Civil Service Commission this commission is now cooperating with them in making the plans and taking the initial steps necessary to the installation of a complete system of individual efficiency records in every office in the service.

5. Report on the clerical personnel of the Department of Justice.

In the Department of Justice the whole question of the clerical personnel was gone into by a special committee with which the Commission on Economy and Efficiency and the Civil Service Commission were asked to cooperate. The report which was prepared has laid the foundation for a definite consideration of the question of classification and salary grades in that service.

6. Report recommending the preparation of summaries showing the present classification of the personnel of the Government.

In submitting the outlines of organization as required by the Executive order, set forth under each unit of the personnel by classes and salary grades, the commission's report to the President recommending the preparation of summaries of personnel in such manner has laid the foundation for the consideration of the whole subject of the reclassification of the service. This report with recommendations was acted upon favorably, request being sent out by the President for the summaries recommended not later than February 1, 1913. The information thus developed will lay the foundation for the first scientific consideration of a reclassification of personnel so as to make the salaries uniform throughout the service for similar kinds of work.

[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

Inquiries and Work of the Commission Relating to Functions and Activities of the Government.

Before any conclusions may be reached in respect to organization provided or methods and procedure which are used, it is necessary to know what work or activities are carried on or which are required of each subdivision of the service. To this end the preliminary inquiries were sent out by the Secretary to the President before the inquiry was organized. Since that time this work has been continuously carried on.

Reports submitted and sent to Congress.

1. Analysis of expenditures by classes of work.

   While no special report has been sent to Congress on this subject, a considerable part of the report of the commission on "The need for a national budget" deals with the subject. The analyses of expenditures for the years 1910 and 1911 and the appropriations for 1912 and the estimates for 1913 having been analyzed in such a way as to show the amount expended, appropriated, or estimated in relation to each subject of work. This was also summarized in such manner as to show the activities performed by each organization unit and the number of organization units performing similar work.

Reports submitted, but not sent to Congress.

2. Digest of powers, duties, and limitations of offices and officers.

   This report was prepared as a digest of laws, on the request of the President, by the Department of Justice, for the information of the commission and of departmental committees cooperating in the economy and efficiency work.

3. Description of the functions and activities of each office, with special reference to statutes and executive orders authorizing the same.

   These reports were prepared under the direction of the several department committees and the Commission on Economy and Efficiency, which were cooperating with the commission at the request of the President.

Inquiries and Work of the Commission in Relation to Accounting and Reporting.

The handicap under which the President and his Cabinet and Congress has labored, due to lack of systematic consideration of accounting and reporting methods, is set forth in a special message of the President March 3, 1911, a brief excerpt from which is as follows:

The chief difficulty in securing economy and reform is the lack of accurate information as to what the money of the Government is now spent for. Take the combined statement of the receipts and disbursements of the Government for the fiscal year ended June 30, 1910—a report required by law and the only one purporting to give an analytical separation of the expenditures of the Government. This shows that the expenditures for salaries for the year 1910 were one hundred and thirty-two millions out of nine hundred and fifty millions. As a matter of fact, the expenditures for personal services during that year were

more nearly four hundred millions, as we have just learned by the inquiry now in progress under the authority given me by the last Congress.

Without going into greater detail, the conditions under which legislators and administrators, both past and present, have been working may be summarized as follows: There have been no adequate means provided whereby either the President or his advisers may act with intelligence on current business before them; there has been no means for getting prompt, accurate, and correct information as to results obtained; estimates of departmental needs have not been the subject of thorough analysis and review before submission; budgets of receipts and disbursements have been prepared and presented for the consideration of Congress in an unscientific and unsystematic manner; appropriation bills have been without uniformity or common principle governing them; there have been practically no accounts showing what the Government owns and only a partial representation of what it owes; appropriations have been overencumbered without the facts being known; officers of Government have had no regular or systematic method of having brought to their attention the cost of governmental administration, operation, and maintenance, and therefore could not judge as to the economy or waste; there has been inadequate means whereby those who served with fidelity and efficiency might make a record of accomplishment and be distinguished from those who were inefficient and wasteful; functions and establishments have been duplicated, even multiplied, causing conflict and unnecessary expense; lack of full information has made intelligent direction impossible and cooperation between different branches of the service difficult.

It has been assumed by the commission that the methods of accounting used by the Government should be such as to provide for complete, accurate, and prompt information about each subject of administrative concern and in whatever classification this information be desired; it has been further assumed that the accounting methods should be such that this data may be collected, recorded, and made available to officers at the lowest possible cost. Any method of accounting and reporting which falls short of this standard should not be regarded as fulfilling the administrative purpose for which records are kept and reports are prepared. These are also the assumptions which have been in mind in the preparation of this memorandum of constructive suggestions.

Reduced to simplest terms, it is suggested that all of the records, whether pertaining to receipts, disbursements, expenses, liabilities, resources, appropriations, or funds, should be reduced to the following four classes:

1. *Files of documents.*—Containing the original evidence of each transaction or authenticated copies, schedules, or abstracts thereof.

2. *Chronological register of documents or of schedules or abstracts of documents.*—One register or subdivision of a register to be used for each class of documents recorded.

3. *Ledgers of detail and subsidiary account.*—One ledger for each general class of accounts, to be kept for the purpose of producing the most detail information which is to be regularly reported.

4. *General ledgers.*—Or records of summary and controlling accounts by means of which the most summary reports would be produced as well as the accuracy of detail ledgers and reports would be proved.

Inquiries and Work of the Commission in Relation to Accounting and Reporting.

For the purpose of carrying on the descriptive work relating to accounting and reporting, the commission has had the assistance of not only the special committees appointed at the request of the President in each department and establishment, but also of a joint committee made up of representatives of all departments. The subjects of inquiry and of reports submitted on these related subjects are the following:

Reports submitted, but not sent to Congress.

1. Constructive recommendations with respect to the forms of expenditure documents to be used in the several departments.

   This report was the result of the work of the joint committee on expenditure documents and of the many conferences with department representatives beginning in October, 1910. On May 6, 1911, the commission transmitted this report with a suggested pro forma draft of order to be issued by the Department of the Treasury. On May 20 an order was promulgated by the Comptroller of the Treasury as Circular No. 35.

2. Constructive recommendations with respect to the principles which should govern expenditure accounting and reporting.

   The recommendations were the result of the work of the joint committee on accounting and reporting and of many conferences with representatives of departments beginning in November, 1910. The report to the President carried with it a suggested pro forma draft of an order to be issued by the Comptroller of the Treasury under authority given by section 5 of the Dockery Act. On May 20, 1911, an order was promulgated as Treasury Circular No. 34.

3. Outlines and definitions of classes of expenditures.

   This was the result of cooperation of committee work and cooperation with a large number of representatives of technical branches of the service beginning in October, 1910. The report carried with it a recommendation for the issuing of an order by the Department of the Treasury. On June 20, an order was issued on the subject as Treasury Circular No. 36.

4. Accounting forms submitted by the Department of the Treasury.

   This was a memorandum expressing the opinion of the commission on accounting forms submitted by the Department of the Treasury to the President under order issued by the President, June 8, requiring that all departments before submitting accounting forms for the approval of the Comptroller of the Treasury, pursuant to Circulars Nos. 34 and 35, should first transmit them to the White House.

5. Accounting forms submitted by the Department of Commerce and Labor.

   Memorandum expressing the opinion of the commission on accounting forms submitted by the Department of Commerce and Labor under the order described above.

6. Accounting forms submitted by the Department of Agriculture.

Memorandum expressing the opinion of the commission under the order described above. Following this a complete set of forms was approved and an installation has been made in the Department of Agriculture which gives to that department more complete information about its business than is at present found in any other department since the new installation was begun on July 1, 1912, and four monthly balance sheets have been taken off. While the amount of information produced is very much larger than heretofore, the work requirements will ultimately be reduced.

7. Accounting forms submitted by the Department of the Navy.

Memorandum expressing the opinion of the commission under the order described above.

8. Special report at the request of the President on the subject of the organization and methods of the Bureau of Supplies and Accounts, Department of the Navy.

This report was prepared on order of the President and by request of the Secretary of the Navy. First an interim report was submitted, which was followed by a very detailed descriptive, critical, and constructive report, which has been used as a basis for cooperation in the preparation of forms for use during the current fiscal year. The forms submitted having been adopted, installation has been made covering all appropriation accounts, cash accounts, contracts, approved requisitions, and other encumbrances on funds. There remains to be developed a systematic handling of the analysis of expenditures of stores and property accounts in the central office at Washington.

9. Accounting methods and procedure of the Bureau of the Census, Department of Commerce and Labor.

This is a detailed descriptive, critical, and constructive report containing specific recommendations with respect to the business of accounting and reporting of the bureau. Drafts of forms of accounts have also been prepared and are ready for detailed consideration by officers of the bureau and department.

10. Detailed description of accounting methods and procedure employed in each of the bureaus and offices in which accounts are kept in the Department of Commerce and Labor. These have been submitted and checked as to their accuracy. At the request of the Secretary the commission has undertaken to cooperate in constructive work.

11. Detailed description of the accounting methods and procedure employed in each of the bureaus and offices of the Department of the Interior. These have been submitted and checked as to their accuracy. At the request of the Secretary the commission is cooperating with representatives of this department in constructive work.

12. Detailed description of the accounting methods and procedure employed in each of the bureaus and offices in which accounts are kept in the Department of Justice. These have been submitted and checked.

13. Detailed description of the accounting methods and procedure employed in each of the bureaus and offices in which accounts are kept in the Department of State. These have been submitted and checked and in cooperation a complete new installation has been made in the central office at Washington.

Forms submitted by the Comptroller of the Treasury for the opinion of the commission:

14. Fifty-six reports have been submitted to the Comptroller of the Treasury and other departmental officers from time to time, containing opinions of the commission on the detail forms transmitted under the requirements of circulars 34, 35, and 36.

14a. Report to the Secretary of the Navy on the handling of stores under the law providing for the making of requisitions under a general account of advances, and the purchase of stores chargeable against appropriations only when issued.

The report was submitted February 12, 1912. The report, with recommendations, was referred to the Attorney General for decision on certain legal aspects. Upon return of this opinion, it was referred by the department to bureau heads for consideration and report as to the action to be taken by the Secretary to better adapt the procedure of the department to the needs of the service.

15. Circulars issued by the commission as a basis for cooperation between department representatives.

(*a*) Circular No. 6.—Description of expenditure documents and procedure for the purchase of supplies, materials, equipment, and services other than personal and for the distribution of supplies and material from stores—submitted by the joint committee on expenditure documents—issued February 27, 1911, by direction of Mr. Norton, Secretary to the President.

(*b*) Circular No. 13.—Description of accounting forms suggested as a means of obtaining the information needed about appropriations and funds, stores, expenses, capital outlays, etc.—prepared with special reference to the conclusions reached by the departmental representatives pertaining to expenditure accounts, and submitted as a basis for discussion by the joint committee on accounting and reporting—issued from the White House May 18, 1911.

(*c*) Circular No. 14.—Proposed business and accounting procedure of the United States Indian Service, Department of the Interior—submitted through the committee on economy and efficiency of the Department of the Interior, and published by the commission for the information of representatives of other departments and offices cooperating in the preparation of forms and procedures.

(*d*) Circular No. 18.—Suggestions as to schedules of documents and as to registers of documents and schedules—for use in developing a uniform system of controlling accounts and summary reports.

(*e*) Circular No. 20.—Suggested forms for reporting assets and liabilities, revenues and expenses, funds and appropriations, together with definition of governmental accounting and reporting terms.

Work in progress.

16. Detailed report descriptive of the accounting and reporting methods and procedure in each department and establishment of the Government not above noted.

To the present time this detailed descriptive work has been completed in the Departments of the Interior, Navy, Justice, State, and Commerce and Labor. In the Department of War all the material has been gathered, but the report not rendered, and

several of the bureaus of the Treasury Department have been covered. Following the descriptive reports which are first submitted as statement of fact without comment, the method of the commission is to submit a critical statement; this is followed by constructive recommendations; after conference definite forms and procedures are prepared with a view to bringing uniformity into accounting and reporting practices, and at the same time making complete, accurate, and prompt statements of fact available to officers about the business in hand, as well as to Congress at the end of the fiscal year. It is expected that the reports on these departments will be completed soon.

17. Digest of laws pertaining to accounting and reporting in each branch of the service.

It has been found that there are 80 or 90 statutes requiring different accounts and reports containing financial data, many of which are conflicting in requirements and none of which proceeds from any broad consideration of the needs of the service.

18. Digest of forms of reports at present rendered by each department and establishment under existing provisions of law.

This will show analytically and comparatively the character of the information which is at present produced and published through reports with recommendations with respect to unification.

19. General report with recommendations looking toward the establishment of uniformity of accounting and reporting practices under general provisions of law making it the duty of the Comptroller of the Treasury to prescribe the methods of keeping and rendering all public accounts except the accounts of the Post Office Department.

With respect to this the Comptroller has expressed his hearty approval and willingness to cooperate. He has also solicited and has received cooperation of the commission in passing on the forms which are submitted to him under requirements of circulars Nos. 34 and 35 of the Treasury.

20. Departmental administrative codes pertaining to accounting and reporting methods and procedures.

This would be supplementary to the more general requirements of the comptroller. In their preparation the aim is to bring the detail accounting and reporting procedures in departments in harmony with general and uniform requirements, and at the same time to enable the departments to adapt the general rules to the specific and detail requirements of each office.

21. The accounting and auditing methods employed in the New York customs office.

This work was begun in July, 1912, and has been continuously in progress since that time. The purpose of the investigation is to ascertain exactly how the customs revenues are handled in the largest office—one in which practically all of the administrative problems are present. It is further to be noted that this is an office in which most of the constructive work has been done to cut out waste and increase efficiency. A large part of the descriptive work has been completed and the statements of fact verified by the officers in charge. No draft of report containing critical and constructive suggestions has as yet been prepared and submitted.

Inquiries and Reports of the Commission Relating to Office Practice and Equipment.

While the general inquiries pertaining to organizations and work were necessary to an intelligent consideration of details, the ultimate purpose of the investigation has been to recommend changes in business methods and technique that would result in increased efficiency or savings. To complete such an inquiry would necessarily take years. Recommendations of this kind could be safely made only after a detail inquiry into the methods employed in each office. While only a small part of the entire service could be covered within a year, part of the staff of the commission has been thus engaged from the beginning. The subjects of inquiry and report of this kind are the following:

Reports sent to Congress.

1. Use of window envelopes in the Government service.

   Transmitted with the message of February 5, 1912, and contained in Senate Document No. 293, recommending the use of window envelopes wherever they are adapted to the service and estimating an economy in such use of not less than $250,000 a year.

   Window envelopes are now used quite generally and their use is being extended gradually to every class of correspondence and circular work to which it is applicable.

2. Use of photographic process for copying printed and written documents, maps, drawings, etc.

   Transmitted with the message of February 5, 1912, and included in Senate Document No. 293, recommending the use of photographic processes for copying wherever such process may be employed to advantage, showing that in offices where they have been introduced on the recommendation of the commission there had been an actual saving reported in clerical time amounting to over 75 per cent and estimating a large saving if employed for work in the various offices where photographic copying may be done to the same or better advantage than handwork.

   The use of the photographic process for making copies is now quite common in the departmental service at Washington.

3. The centralization of distribution of Government publications.

   Transmitted with the message of February 5, 1912, and contained in Senate Document No. 293, also supplementary report contained in House Document No. 670, recommending the centralization in the Government Printing Office of the distribution of all public documents, estimating an annual saving in the distribution of documents of departments alone amounting to not less than $242,000 a year.

   The recommendations contained in this report, so far as legislation was needed, were enacted into law by a clause in the appropriation act of August 23, 1912, requiring Government publications to be wrapped, addressed, and mailed from the Government Printing Office.

4. Memorandum of conclusions regarding handling and filing of correspondence.

Transmitted with message of April 4, 1912, and contained in House Document No. 670, setting forth the conclusions which have been reached with respect to the uniformity of practice in the handling and filing of correspondence and the progress made in the establishment of such practice, estimating a saving of not less than $850,000 if applied within the District of Columbia alone, and of $1,500,000 annually if applied to the service as a whole. The report and estimate was based on reports made by the departments themselves in answer to interrogatories contained in circular No. 5. Since that time a number of offices have been the subject of original investigation and detailed recommendations. It now seems probable that the first estimate of possible saving was too small. The results of these detailed inquiries are shown below. In this relation may be noted that in six offices of the Department of War it is thought that about one-fourth of the original estimate for the entire Government may be realized.

Reports submitted, but not sent to Congress.

5. Preliminary report on the handling and filing of correspondence in The Adjutant General's Office.

Submitted to the Secretary of War on March 12, 1912, for his information, showing in detail what processes in work could be eliminated without decreasing the efficiency of the office, in so far as this could be stated from the examination in progress. This to be considered by the Secretary in relation to the estimates then before Congress.

6. Reports on the office conditions and methods in the War Department.

Six reports have been submitted to the Secretary of War and later approved by him; the action of the Secretary being to appoint two boards—one to put the recommendations contained in this and other reports having to do with the handling and filing of correspondence listed below into effect as speedily as possible, the other to consider and act on the other recommendations contained in the same reports on the office conditions and methods of the War Department.

(*a*) Report on the handling and filing of correspondence in the Mail and Record Division of the Office of Chief of Engineers, Department of War.[1]

When the recommendations contained in this report are put into effect it is estimated that it will result in a decrease in annual expense amounting to $18,320, and at the same time increase the efficiency of the service, the present cost of which is $34,600.

(*b*) Report on the handling and filing of correspondence and the preparing of statistics in the Bureau of Insular Affairs, Department of War.[1]

When the recommendations contained in this report have been complied with, it is estimated that the pay roll in the office, which is now $91,840, can be reduced to $62,790, making a saving in the annual expense of $29,050, or more than 30 per cent.

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[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

(*c*) Report on the handling and filing of correspondence in the Office of the Surgeon General, War Department.[1]

In the opinion of the commission the changes recommended will result in an annual saving amounting to $19,150.

(*d*) Report on the handling and filing of correspondence in the Office of the Signal Corps, War Department.[1]

In the opinion of the commission the recommendations of this report, when put into effect, will result in an annual saving of $2,400 out of a total of $3,600, the present pay-roll cost of handling and filing of correspondence in that office.

(*e*) Report on the handling and filing of correspondence in the Office of the Chief of Ordnance, War Department.[1]

In the opinion of the commission the recommendations of this report, when put into effect, will result in an annual saving of $10,000 out of a total of $20,400, the present pay-roll cost of handling and filing of correspondence in that office.

(*f*) Final report on The Adjutant General's Office at Washington.[1]

The report contains a detail description of the work of the several divisions of the office, with recommendations for changes in organization, in methods, and also with respect to classes of work to be discontinued and the consolidation of work by relocation of office quarters. The authorized force of The Adjutant General's Office numbers 613, the aggregate salaries being $758,570. The recommendations of the commission provide for a force of 380 employees at a salary aggregating $480,020. The changes recommended will result in a decrease of 233 in the number of employees and a decrease in the salary roll of $278,550. Other recommendations having to do with stationery, printing, telegrams and cablegrams, etc., carry an estimated added saving of $45,525, making an aggregate estimated annual saving of $324,075. This, in the opinion of the commission, can be done without in any manner decreasing the efficiency of the office. The estimates for the present year contain reductions of $49,720. The action taken by the Secretary should enable officers to complete the installation within a few months.

7. Report on office methods employed in the Bureau of Internal Revenue.

This report was submitted to the Secretary of the Treasury, and later was taken up with the President, in conference with the Secretary of the Treasury, the Commissioner of Internal Revenue, and the Director of the Bureau of Engraving and Printing, to determine what could be put into effect at once and what action should await the completion of the new building for printing and engraving. This report relates to the handling and filing of correspondence and the procedure relating to the counting of stamps and other work in the bureau. The report sets forth a full description of the present methods, with definite recommendations which, in the opinion of the commission, if adopted, will effect an annual saving of $46,000. In addition to the recom-

[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

mendations on the subject of handling and filing correspondence the report recommends the discontinuance of the count of internal-revenue stamps in the bureau after the same have been counted and verified at the Bureau of Engraving and Printing, or the discontinuance of one of the counts made in the latter bureau. The present practice is to take all revenue stamps from the Bureau of Engraving and Printing to the Internal Revenue Bureau, there again to be counted and verified and shipped to officers in the field instead of having them shipped direct from the Bureau of Engraving and Printing, as is done with currency and postage stamps which are manufactured at that bureau for the United States Treasury and the Post Office Department. This involves an expense which is not thought to be necessary in the handling of financial paper of larger denominations, such as postage stamps and paper money. It is conceded that this is an extra count which, with the incidental expense of hauling and handling, costs the Government $24,280, and can be eliminated without any injury to the service.

8. Memorandum regarding the handling and filing of correspondence in the Agriculture and Navy Departments.

   Statement to the President showing the extent to which orders have been issued and changes made in the departments named along the lines recommended by the commission.

9. Report on the handling and filing of correspondence in the Department of Justice.[1]

   Submitted to the Attorney General on December 13, 1912. In this report has been set forth in detail the methods employed in the several offices of the department, and changes are recommended which, in the opinion of the commission, will improve methods of handling and filing correspondence and at the same time effect an annual saving amounting to $15,820.

10. Handling and filing of correspondence in the Bureau of Supplies and Accounts of the Department of the Navy.

    The conclusions reached have been made available to the committee of the Navy which has been appointed to go into the subject and make recommendations to the Secretary. Upon the report of this committee prompt action was taken by the Secretary resulting in completely changing the methods employed in that office.

11. Recovery of fiber stock of canceled paper money.[1]

    Interim report submitted to the President; referred to the Secretary of the Treasury, recommending change in the method of handling pulp resulting from the maceration of condemned currency, with an estimated saving of $100,000 a year.

12. Interim report on purchase of typewriters.

    Submitted to the President with recommendation that it be sent to the Secretary of the Treasury.

13. Second interim report on the purchase of typewriters.

    Submitted to the President with suggestions that a special board of experts be appointed to formulate definite recommendations with respect to future contracts—acted on favorably by the President.

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[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

Work in progress:

14. The handling of waste paper.

    Final report. The waste paper in the Government departments and establishments amounts to many tons per year. In the opinion of the commission a large economy could be effected through a better handling of this waste. The final report in preparation is both descriptive and constructive.

15. Maintenance of typewriters and adding machines.

    A broad inquiry has been instituted for the purpose of obtaining a full list of typewriters in use, their cost, the expense of upkeep, their life in use, etc.

16. Pneumatic-tube service for conveying material from department to department and to the Capitol.

    While this is primarily a matter of transportation, it would materially affect office practice, and it is therefore listed under this general heading. Recently a request was made by a Senate committee for a report, and in response an interim report will be prepared. The more detailed report has been suspended, due to reduction in staff corresponding to the reduction in appropriation for 1912–13.

17. Preparation of statistical matter by machinery.

    Under this subject the commission has not only made a broad inquiry into the use of labor-saving devices and mechanical equipment employed for the preparation of statistical matter by private concerns and public offices other than the Government, but it has also conducted an experiment running over a period of two months in the Bureau of the Census. Work on this report has been suspended, due to reduction in staff.

18. Uniform telegraph code for the Departments of State, War, and Navy.

    Inquiry has been begun with respect to the increased economy and efficiency which might be effected by the adoption of a uniform telegraphic code, as suggested by the title. At the present time each department has a different code. Work on this report has been suspended, due to reduction in staff.

19. Pay rolls and services.

    While this subject relates closely to and has been taken up as a part of the accounting work, there is also an important office practice side which has to do with the preparation of pay rolls. It is thought that the cost of such work may be very largely reduced by the installation of proper mechanical devices. Work on this report has been temporarily suspended, due to reduction in staff.

20. Photographic processes for copying maps, etc., Part II.

    This would be supplementary to the one which was transmitted to Congress by message of February 5, 1912, and contained in Senate Document No. 293. Work on report suspended, due to reduction in staff.

21. Photographic copying process in the Patent Office.

    This is in the nature of a special consideration of the application of copying processes to Patent Office work. Work on report suspended, due to reduction in staff.

22. Informal memorandum submitted to the President for consideration in relation to the estimates for 1914.

Among the suggestions thus submitted are the following:

That Congress be asked to change the law and conditions attached to appropriations to make the funds available for the purchase and distribution of seeds reimbursable; to provide for distributing public documents at cost, etc. The direct saving which could be immediately availed of if this were done would amount to several million dollars, besides giving to those who desired it a much better service. In getting at the cost of Government publications, only the publication cost and the postage would be charged to the public, thereby making it possible to supply all demands for information and to cut out the useless waste of public money at present resulting from the distribution of documents on established lists.

Inquiries and Reports of the Commission Relating to Government Housing.

The problem of Government housing is not only one which involves a large expenditure of capital on the part of the Government in case it houses itself, or a large annual expense for rent, but the facility with which work is done is very closely related to the housing problem. To the economic and efficient handling of work not only is it necessary to provide for the organization a personnel that is well adapted to the activities to be carried on, but also thought must be given to the physical location of different parts of the organization; the lighting, the heating, the ventilation, and the sanitary arrangements are important as conditions affecting the individual workmen. The subjects of inquiry and report of this character follow:

Reports submitted, but not sent to Congress.

Work in progress:

1. Lighting of Government buildings.[1]

This is another feature of the Government housing problem which the commission has been studying. The Government is paying over $600,000 a year for light, on which amount it was thought at the time the inquiry was begun a large percentage could be saved. Since the inquiry was begun the principal office which has this matter in charge has entered actively into the work and has made many changes. The commission prepared and submitted to the President a report on electric lighting of public buildings. Because of the expense involved in carrying this investigation into all public buildings, the commission confined its work to a few buildings. It is of the opinion that the subject of proper lighting of buildings should be given more attention than it has received in the past from the Treasury Department and other departments having control of buildings. The report does include detailed statements concerning the buildings which were examined in Chicago, Cleveland, Cincinnati, Chattanooga, Knoxville, Birmingham, Ma-

[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

con, Norfolk, and Brooklyn. The detailed information as to the location of each of the lights in each of these buildings, and the recommendations as to changes that should be made, have been submitted to the Treasury Department. The commission is of the opinion, from the examination it has made in the buildings referred to, that a saving of $150,000 per annum can be made when the subject of lighting public buildings receives proper attention.

2. Rented buildings in the District of Columbia.

This was undertaken as a detailed report on this one feature of the Government housing problem. The work, however, was suspended, due to reduction in staff.

Inquiries and Reports of the Commission Relating to the Subject of Standardization.

During the period of preliminary inquiry this was one of the subjects that was taken up for the purpose of determining what detail investigation should be undertaken. The inquiries and reports having to do with this subject follow:

Reports sent to Congress:

1. Travel expenditures.

Transmitted to Congress with message of April 4, 1912, contained in House Document No. 670. In November and December, 1910, an analysis was made of the expenditures of the Government by objects, showing how much was spent for salaries and wages; how much for transportation, advertising, printing, and services other than personal; how much for material; how much for supplies, such as stationery, fuel, forage, provisions, etc.; how much for equipment, buildings, and lands. One of the purposes of this inquiry was to lay the foundation for the consideration of the Government's trading relations. To the end that a definite test might be made on one of these classes of expenditures the President ordered that there should be an analysis made of travel expenditures, which was reported to amount to approximately $12,000,000 a year. The report submitted by the commission was the result of this inquiry, and it recommends the standardization of contractual relations and practices relating to travel expenditures throughout the service.

Reports submitted, but not sent to Congress.

2. General statement of the problem of standardization.

Contained in interim report submitted by Mr. Norton, Secretary to the President, January 9, 1911; general description of the organization and plan for conducting the President's inquiry into economy and efficiency, May 6, 1911; interim report and brief description of work in hand September 11, 1911; annual report of the commission submitted to the President October 30, 1911.

3. Standardization of classification of expenditures by objects.

With respect to the standardization of classification of expenditures by objects, the following circulars have been issued:

(*a*) *Circular No. 1.*—Outline for the reclassification of estimates of Government expenditures on a uniform basis, issued October, 1910, by Mr. Norton, Secretary to the President.

(*b*) *Circular No. 2.*—Tentative outline for the reclassification of estimates of Government expenditures on a uniform

basis, with detailed classification and codification of "War Equipment"—guns; issued by Mr. Norton, Secretary to the President, December 2, 1910.

(*c*) *Circular No. 8.*—Definition and classification of expenditures for services other than personal—transportation of persons—issued by Mr. Norton, Secretary to the President, March 9, 1911.

(*d*) *Circular No. 9.*—Definition and classification of expenditures for services other than personal—subsistence and support of persons—submitted as a basis for the analysis of travel vouchers for the year 1910, issued by Mr. Norton, Secretary to the President, March 9, 1911.

(*e*) *Circular No. 10.*—Revised outline for the reclassification of objects of Government expenditures on a uniform basis. Submitted for the use of the several joint committees engaged on the subjects of standard classification, specification, cataloguing, indexing, etc., issued by the commission in connection with the report of the President recommending the issue of Treasury circular No. 36.

(*f*) *Circular No. 11.*—Outline illustrating the use of a modern classification of stationery, drafting, scientific, and educational supplies, for the purpose of correlating specification numbers with a code for common analysis of accounts. Issued by the commission in relation to the uses of a code of reference to specifications and to price lists in catalogues in ordering goods and in keeping accounts.

(*g*) *Circular No. 12.*—Catalogue and price list of supplies, in which is shown for illustrative purposes the classification code as contained in Circular No. 11, and the stock numbers as indicating specification of stationery supplies used by the Bureau of Census.

(*h*) *Circular No. 19.*—Outline of classification of objects of Government expenditure on a uniform basis, with symbols for convenient reference to price lists and catalogues. Suggested for use in making descriptive entries in documents and records as a means of facilitating current work and of reducing the cost of analyzing accounts and of making special reports.

This circular is the final result of the classification which is worked out in cooperation with the representatives of the various technical branches of the service, and which was used as a basis for the codification of the items which are contained in the lists of awards of the General Supply Committee for the fiscal years 1912 and 1913.

4. Codification of schedules and lists of awards made by the General Supply Committee.

Against each of the some 9,000 items contained in the list of awards of the General Supply Committee is placed the classification numeral or index number, as shown in Circular No. 19. This was done for the purpose of enabling each person preparing requisitions or orders against contracts which are made by the Secretary of the Treasury on recommendation of the General Supply Committee to note on their requisitions or orders the symbols indicated as a convenient means of classification, as well as to facilitate the analysis of expenditure accounts.

Work in progress.

5. Specifications for material and supplies.

At the present time there is no uniformity in specifications for contracts. Each branch of the service works out its own specifications. For several months work has been in progress looking toward definite recommendations on this subject. The plan was to have the report ready by December 1, 1912, but the work has been delayed on account of reduction in staff.

6. Contracts and surety bonds.

This is another subject on which the commission has been at work and in respect to which it is thought that there is very great need for standardization and for providing an equal or better security for the Government at less cost. When the work was begun it was contemplated that the report would be completed before December 1, 1912, but the necessary reduction in staff has prevented it.

7. Contract forms.

Some work has been done in an effort to establish uniform clauses for all contracts, in order that the language best adapted to the purpose, under decisions of courts, may be used. The work has not been completed, for the same reason as stated above.

8. Centralization of purchasing.

A study is being made of the purchasing methods of all branches of the service in order to bring together the experience of the Government on the subject of purchasing. It was expected that this report would be completed before December 1, 1912, but it has been delayed for the reasons stated above.

Inquiries and Reports of the Commission into Individual Services, Groups of Services, and Related Work.

Above are listed the subjects of work and reports which have to do with inquiries that bear on broad questions such as organization, personnel, etc., or which relate to methods that are common. In addition to these there have been several inquiries having to do with individual services, groups of services, and related work. These are listed below under the several heads which have already been noted:

Inquiries and Work of the Commission Relating to Navigation Services.

In order that the various services of the Government which have to do with marine commerce might be considered in relation, several reports have been prepared on this general subject, as follows:

Reports sent to Congress.

1. Consolidation of the Lighthouse and Life-Saving Services.

Transmitted with message of April 4, 1912, published as House Document No. 670. At present the Lighthouse Service is in the Department of Commerce and Labor and the Life-Saving Service

in the Department of the Treasury. In the opinion of the commission, the consolidation recommended will not only largely increase the efficiency of the two services, but will reduce the cost of operation at least $100,000 a year.

2. The transfer of the duties of the Revenue-Cutter Service to the Department of Commerce and Labor and the Navy.

Transmitted with the message of April 4, 1912, contained in House Document No. 670. In this it is shown that practically all of the work of the Revenue-Cutter Service relates to the protection of persons and property at sea and the enforcement of the navigation regulations. In the opinion of the commission this can be more efficiently done if the work is coordinated with the Lighthouse Service, the Life-Saving Service, and other activities which are directed toward the same end. It is estimated that a saving would be made of $1,000,000 a year and at the same time the efficiency would be increased.

Reports submitted, but not sent to Congress.

3. Report on the consolidation of the Bureau of Navigation and the Steamboat-Inspection Service, Department of Commerce and Labor, and reorganization of the field services.

The recommendation of the commission which is being considered is to the effect that the work of the two bureaus in the Department of Commerce and Labor be consolidated and coordinated, and that the work of local inspection be administered under customs officers, the customs officers being required to report whatever information is desired by the Department of Commerce and Labor and to be subject to inspection so far as relates to the regulation of navigation.

4. Bureau of Manufactures and Bureau of Statistics of the Department of Commerce and Labor, and the Bureau of Trade Relations of the Department of State.

Inquiries and Work of the Commission Relating to Health Service.

To the end that all of the work of the Government which has to do with the promotion of public health might be seen in perspective and considered as related groups, inquiry has been made and reports submitted on this subject as follows:

Reports submitted, but not sent to Congress.

1. The establishment of an independent health service.[1]

Recommending that the Public Health and Marine-Hospital Service of the Treasury Department, the divisions having to do with the protection of public health in the Bureau of Chemistry of the Department of Agriculture, the Division of Vital Statistics of the Bureau of Census in the Department of Commerce and Labor, and such other services as have to do purely with public-health work, be transferred to an independent health service at the head of which would be a director responsible to the President and that the President be given the power to transfer from time to time, as he may deem desirable, other divisions of the service

[1] Sent to Congress by the President after this annual report of the commission was prepared, and is submitted herewith.

which have to do primarily with the promotion and protection of public health after the manner in which the Department of Commerce and Labor was created under act of Congress.

Work in progress.

2. The recommendations of the commission on the subject of the establishment of a health service for the Government will be found in the report on the organization of the executive branch above described under the general title organization.

Inquiries and Work of the Commission Relating to Statistical Service.

The question of the organization for the handling of the statistical service of the Government has been inquired into by the commission at some length. The reports on this subject are as follows:

Reports submitted, but not sent to Congress.

1. Report on the work of the Census Bureau.

   This has been partly done. The report rendered relates primarily to the general business problem of the bureau, but does not take up the technique of statistical work.

2. The conclusions of the commission in relation to the statistical service will be found in the report on the organization of the executive branch of the Government above described under organization.

Inquiries and Work of the Commission Relating to Cartographic and Survey Services.

The cartographic and survey work is being done at the present time in a large number of places. It is thought desirable to have definite recommendations made on the subject. The reports made and the work done have been as follows:

Reports submitted, but not sent to Congress.

1. Report on the controversy between the Hydrographic Office of the Department of the Navy and the Weather Bureau in the Department of Agriculture.

   Recommending that the duplication of work in the publication of charts of the ocean be discontinued, with an annual estimated saving of $10,000 per annum.

Work in progress.

2. The recommendations of the commission having to do with the subject of surveys conducted by the Government will be found in the report on the organization of the executive branch above described under the head of organization.

Inquiries and Work of the Commission Relating to Central Accounting and Auditing Services.

At the present time the only central accounting and auditing service which is provided by the Government is in the Department of

the Treasury. This, however, is wholly inadequate for administrative purposes. The reports and inquiries of the commission follow:

Reports sent to Congress.

1. Consolidation of the six auditors' offices into one office.

   Transmitted with message of April 4, 1912, and included in House Document No. 670. In the opinion of the commission the consolidation would not only increase efficiency by enabling practices to be standardized and made uniform, but it would enable the officer in charge to exercise more effective control at a reduced cost of not less than $100,000 per annum.

2. Abolition of the Returns Office of the Department of the Interior.

   Transmitted with the message of April 4, 1912, and included in House Document No. 670. In the opinion of the commission this office can be abolished without in any manner impairing the service; that the result would be a direct saving of $25,000 a year and an indirect saving of a much larger amount represented by the time of officers and clerks who are required to do unnecessary work, but which does not appear as a part of the cost of organization of the Returns Office.

Work in progress.

3. Description of the auditing methods and procedure under the several accounting officers of the Department of the Treasury.
4. Detailed description with recommendations with respect to the central accounting and reporting for the Government.
5. The conclusions of the commission in relation to the organization and functions of the office which may be adequate to supply the needs of the President and his Cabinet, as well as Congress, with information about what the Government is doing by providing for an efficient method of administrative direction and control, is discussed in the report of the commission on the organization of the executive branch of the Government above described.

Conclusion.

The completion of the descriptive and critical work upon which the commission has been engaged depends upon the funds which are available and the staff which may be employed. The constructive work, however, should be looked upon as without end. The work of adaptation of organization, methods, and technique should be carried on continuously by some agency.

The inquiries of the commission into business methods so far have been confined almost exclusively to offices in the executive departments and establishments at the seat of government. The policy of the commission has been, first, to take up each office or process descriptively for the purpose of obtaining a statement of facts which would not be controverted. After such a statement has been verified by the officer in charge of the work, the critical reports and constructive recommendations with such official action as is thought to be desirable follow. Thus in many offices constructive work has been going on, but there are still many others, the methods of which have

not been inquired into. At best it will require some time before the Washington work can be completed.

To the present time the conditions under which this inquiry has been conducted and the meagerness of funds available have not made it possible to take up the more important work for which the commission was created. Reference is made to the methods of doing business in all of the field services outside of Washington. The scope of the investigation is so broad and the undertakings of the Government are so widely scattered, complex, and highly technical in character that it was deemed expedient to begin at Washington. The commission is convinced, however, that the largest results will be obtained only after the investigation, under the direction of the President, is carried into the field. The fact that the services at Washington have been under the constant scrutiny of Congress as well as of executive heads, the fact that field forces are widely scattered and in many instances without close supervision, the fact that many of these services are under political appointees, which gives to them a certain independence and freedom from discipline, the fact that many of the field stations have been created as the result of local pressure, the fact that other agencies have been created as a result of lack of coordination and cooperation between departments, together with the further fact that in so far as information has been obtained about these services in investigations that have been made, suggests that the largest opportunity for economy lies outside of the central offices. To do this larger work the commission has never been adequately provided with funds.

While the work that has been undertaken during the past two years, under the direction of the President and by reason of the authority granted by the appropriation, has been of very great value, not only in results obtained through orders carrying out the recommendations of the commission, but also in the stimulation of officers and employees generally in response to the efforts of the President to improve conditions, only a beginning has been made. On January 17, 1912, the President requested an appropriation of $250,000 in order that the work which had been begun might be carried on more effectively. Only $75,000, however, was provided. An opportunity is now before the President to do effective constructive work if adequate funds are made available.

Whether the present commission is continued or other agencies are made use of, it is believed that in the future the President should have an adequate appropriation for supervising and improving the methods of doing the Government's work in all of its branches. Only in this way, and so far as the President may give personal attention to general direction of such an inquiry, can the best results be obtained. The problem of central executive control is distinctly a permanent

one. Without some provision being made for the development of expertness in the exercise of central executive control, in requiring uniform methods, in harmonizing relations between departments, in giving prompt attention to questions of administration which involve relations of economy and efficiency, the public business must continue to be done at a very high cost. It is only through an agency by means of which central executive control may be effectively exercised that duplication of work and conflicts in jurisdiction can be avoided; it is only when information may be regularly produced and brought to the attention of the President through an agency that cooperation can be developed in the many branches of the service and the experience of one department can be made available to others.

The commission is of the opinion that the President should be authorized to spend whatever amount he may deem to be necessary within the next two years in order to complete the descriptive and critical work which is absolutely necessary to the exercise of judgment in making the changes which should be made so that the business of the Government may be conducted efficiently and economically. It is also of the opinion that provision should be made for the building up of a permanent organization for the purpose of carrying on the constructive work. One of the elements of saving is time. The Government in its various working relations is so large, its business problem is so complex, its technique is so diverse in its details, that the effect of placing a limitation on the efforts of the President to act wisely and promptly in matters of revision must in the end cost many times more than the cost which would be incurred if the question of organization and the amount of the cost incurred for bringing about such a result were left entirely to the discretion of the President.

Moreover, the conditions of authority should be such as to enable the President to make plans for a longer period than a single year, if this may be found desirable. To get together a staff of experts to do this kind of work is a difficult matter in itself. It can not be done except without weeks or months of painstaking effort. If, after such a staff is brought together, no plan can be made which can not be executed within a few months, the organization must necessarily labor under a serious handicap—one which defeats the very purpose for which the grant is made. For this reason it is recommended that such funds as may be granted for the future be made available to the President for a period of two years.

Respectfully submitted.

FREDERICK A. CLEVELAND,
WALTER W. WARWICK,
MERRITT O. CHANCE,
Commissioners.

BUSINESS METHODS OF THE OFFICE OF THE ADJUTANT GENERAL WAR DEPARTMENT

BUSINESS METHODS OF THE OFFICE OF THE ADJUTANT GENERAL, WAR DEPARTMENT.

WASHINGTON, *November 25, 1912.*

The Commission on Economy and Efficiency submits this report on "Business methods in the Office of The Adjutant General, War Department," with recommendations for improvements in conditions and methods, which are referred to in a general way in the introductory part (Section I) of this report. A general statement of the functions and organization of the office is given in Section II, and the recommendations are fully discussed in Section III with respect to general conditions and effects and in Section IV with respect to conditions and effects in each division of the office. Appendices I and II contain detailed statements of present conditions and methods, and Appendix III a brief on the use of the carbon copy.

SUMMARY OF RECOMMENDATIONS.

The following is a summary of the more important recommendations:

1. *With respect to the organization of the office*, the commission recommends:
   - (*a*) That the present Administration, Orders, and Distribution Divisions be consolidated as the Administration Division.
   - (*b*) That the present Division of Appointment, Commission, and Personnel, Returns Division, and Military Academy Division, the efficiency section of the Miscellaneous Division, and a part of the Medical Division be consolidated as a division to be known as the Officers' Division.
   - (*c*) That the Enlisted Men's, Recruiting, and Rolls Divisions, the identity section of the Tenth Street branch, a part of the Medical Division, and a part of the Correspondence and Examining Division be consolidated under the name Enlisted Men's Division.
   - (*d*) That the Miscellaneous and Correspondence and Examining Divisions be consolidated as a division to be known as the Correspondence Division.
   - (*e*) That the Regimental Records Division and parts of the Medical Division and Tenth Street branch be consolidated into a division to be known as the Regimental Records Division.
   - (*f*) That the Archives Division, and parts of the Medical Division, publication branch, and Seventeenth Street branch, be consolidated into a division to be known as the Archives Division.
   - (*g*) That the carding sections of the Tenth Street branch be organized into a division to be known as the Carding Division.

2. *With respect to the methods of handling and filing correspondence*, the commission recommends:
   (*a*) That the present system of folding correspondence and filing in document files be discontinued, and flat filing substituted.
   (*b*) That briefing be discontinued.
   (*c*) That "impersonal" correspondence be filed under a subjective classification, arranged as nearly as possible upon a self-indexing basis; and instead of arbitrary file numbers that a logical arrangement of numbers under a decimal or analogous system be employed.
   (*d*) That "personnel" correspondence be filed alphabetically without enumeration or index.
   (*e*) That the writing of record cards be discontinued.
   (*f*) That the indexing of correspondence requesting statements of military service be discontinued.
   (*g*) That press copying be discontinued and carbon copies be used in lieu thereof.
   (*h*) That the present practice of preparing a first draft of each outgoing communication on 3½ by 8 inch record cards, and after approval of the draft writing a second and final draft for signature, be discontinued, and that hereafter the correspondence be prepared on sheets 8 by 10½ inches, ready for signature, with sufficient carbon copies for record purposes.
   (*i*) That printed forms be used in the preparation of communications in which the same language is repeatedly employed.
   (*j*) That the forms used in conducting correspondence within The Adjutant General's Office be revised, so as to provide for placing thereon the working data collected in connection with the preparation of military service and other statements.
   (*k*) That a code of symbols be used for the greater part of the correspondence between the divisions of The Adjutant General's Office in connection with the collection and preparation of data relative to statements of military service.
   (*l*) That the phonograph be used for preparing correspondence.
   (*m*) That the present review made by the examining section of the Mail and Record Division of all "statements of service" be discontinued.
   (*n*) That the name of The Adjutant General be affixed to "statements of service" by means of a rubber stamp.
3. *With respect to the preparation and dispatch of telegrams and cablegrams*, the commission recommends:
   (*a*) That proper office regulations be adopted to prevent unnecessary words being inserted in telegrams; to prevent sending of several telegrams to an officer in a day where a consolidated telegram would suffice; to prevent sending telegrams at day rates which could be sent at night rates without interfering with the conduct of business; and to prevent the sending of telegrams in English which should be sent in cipher.
   (*b*) That the sending of cablegrams in English to officers having access to War Department codes be discontinued.
   (*c*) That a method of enciphering cablegrams be adopted which will permit of the consolidation of two code words as one artificial word.
   (*d*) That the book records of cablegrams sent and received be discontinued and that additional carbon copies of the cablegrams be substituted for the book records.

4. *With respect to circularizing deserters from the Army*, the commission recommends:

That the preparation and distribution of circulars descriptive of deserters be discontinued and that a printed form be adopted for use in giving a personal description of deserters to the small number of persons who are concerned.

5. *With respect to filing military records*, the commission recommends:

(*a*) That the files of military and medical record cards for Volunteer troops in the Civil War be consolidated.

6. *With respect to classes of work to be discontinued*, the commission recommends:

(*a*) That all printing work be discontinued and that The Adjutant General's Office arrange for its printing to be done at the Government Printing Office.

(*b*) That the work of binding be discontinued and arrangements made for this work to be done at the Government Printing Office.

(*c*) That the manufacture of index cards and of mail jackets be discontinued and that arrangements be made for this work to be done at the Government Printing Office.

(*d*) That all carpenter work be discontinued and that new equipment be purchased and that repairs be made by the War Department carpenter shop.

(*e*) That preparation of a new edition of an index to General Orders for the period 1861 to 1880 be discontinued.

(*f*) That the question of completing the reports on the organization and casualties of the Union and Confederate Armies be referred to the Secretary of War for his decision.

7. *With respect to office quarters*, the commission recommends:

(*a*) That the files of old military records and the divisions having the custody thereof be transferred from the State, War, and Navy Building to a suitable file building to be rented for this purpose.

(*b*) That the identity section be transferred to the State, War, and Navy Building.

(*c*) That the files of old military records in the Tenth Street branch, Army Medical Museum, and Seventeenth Street branch be transferred to the new file building.

(*d*) That the space now occupied in the State, War, and Navy Building by old files be utilized for those offices and bureaus of the War and Navy Departments now located in other buildings which properly belong in the State, War, and Navy Building.

(*e*) That the buildings now occupied by the Tenth Street branch, Seventeenth Street branch, and publication branch be vacated.

8. *With respect to the detail of employees*, the commission recommends:

That the provision of law prohibiting the detail of employees of The Adjutant General's Office to other offices or bureaus of the War Department be repealed.

SUMMARY OF SAVINGS.

The adoption of the recommendations made by the commission will effect large savings in the amounts expended for The Adjutant General's Office.

When computed on the basis of expenditures during the latter part of the fiscal year 1912 and the first part of 1913, the estimated savings are as follows:

1. Salaries	$278,550
2. Stationery	9,300
3. Printing (net)	13,400
4. Telegrams and cablegrams	5,325
5. Half tones for descriptive circulars	2,500
6. Photographic supplies for circulars	15,000
Total	324,075

The estimated saving in printing represents the net decrease, after taking into consideration the saving to be effected by reducing the quantity of printing and the effect of abolishing the printing section in The Adjutant General's Office.

The savings in salaries effected in each division are shown in the following table:

Savings in salary cost shown by divisions of the office.

Divisions.	Present force.		Proposed force.		Reduction.	
	Number.	Salaries.	Number.	Salaries.	Number.	Salaries.
Clerical force.						
1. Administration	11	$19,400	11	$19,900	.....	[1] $500
2. Publication	16	22,800	6	8,800	10	14,000
3. Distribution	7	10,000	7	10,000	.....	.....
4. Orders	8	10,400	6	7,600	2	2,800
5. Mail and Record	105	136,000	35	47,400	70	88,600
6. Correspondence and Examining	46	65,200	31	43,000	15	22,200
7. Miscellaneous	23	29,400	11	14,600	12	14,800
8. Enlisted Men's	10	14,400	7	10,000	3	4,400
9. Recruiting	11	15,800	6	9,000	5	6,800
10. Rolls	52	65,600	26	32,800	26	32,800
11. Appointment, Commission, and Personnel	13	19,200	10	14,000	3	5,200
12. Military Academy	4	5,800	1	1,600	3	4,200
13. Returns	13	17,000	8	10,800	5	6,200
14. Medical	23	33,400	17	23,400	6	10,000
15. Regimental Records	26	36,600	25	35,200	1	1,400
16. Archives	19	27,800	17	24,400	2	3,400
17. Tenth Street	124	153,000	96	118,800	28	34,200
18. Seventeenth Street	4	5,000	2	2,200	2	2,800
Chiefs of new divisions (not included above)	.....	.....	3	6,000	[1] 3	[1] 6,000
Total clerical force	515	686,800	325	439,500	190	247,300
Subclerical force.						
Administration	98	71,770	55	40,520	43	31,250
Total clerical and subclerical force	613	758,570	380	480,020	233	278,550

[1] Increase.

REDUCTION IN APPROPRIATIONS.

The amounts appropriated for The Adjutant General's Office for the fiscal year 1913 may be reduced by a greater amount than the savings shown in the preceding summary, because of the fact that a part of the appropriation for salaries has not been expended. The reductions in appropriations effected by the proposed changes may be summarized as follows:

1. Legislative, executive, and judicial bill:		
(*a*) Salaries, War Department, The Adjutant General's Office—		
Amount appropriated, fiscal year 1913	$781,950	
Amount recommended by commission	480,020	
Estimated reduction	301,930	
(*b*) Contingent expenses of the War Department, for stationery—		
Estimated reduction	9,300	
		$311,230
2. Sundry civil bill:		
(*a*) Public printing and binding for the War Department—		
Estimated reduction		13,400
3. Army bill:		
(*a*) Quartermaster's Department, incidental expenses—		
(1) Estimated reduction in cost of telegrams and cablegrams	5,325	
(2) Estimated reduction in cost of apprehension of deserters (saving in cost of halftones for circulars)	2,500	
	7,825	
(*b*) Medical Department—		
Estimated reduction in cost of photographic supplies	15,000	
		22,825
Total estimated reduction in appropriations		347,455

The estimated reductions in salaries are shown in detail in the table following.

Amounts appropriated, expended, and recommended for salaries, together with proposed reduction in appropriation for salaries.

Classes of employees.	Present appropriation.		Present force.		Proposed force.		Reduction in present appropriation.	
	No.	Salaries.	No.	Salaries.	No.	Salaries.	No.	Salaries.
Clerical force.								
Chief clerk	1	$2,000	1	$2,000	1	$2,500	.....	[1] $500
Chiefs of division	10	20,000	10	20,000	7	14,000	3	6,000
Class 4	48	86,400	48	86,400	24	43,200	24	43,200
Class 3	64	102,400	64	102,400	47	75,200	17	27,200
Class 2	94	131,600	94	131,600	80	112,000	14	19,600
Class 1	232	278,400	232	278,400	133	159,600	99	118,800
Class $1,000	88	88,000	66	66,000	33	33,000	55	55,000
Total clerical force	537	708,800	515	686,800	325	439,500	212	269,300
Subclerical force.								
Messengers	10	8,400	10	8,400	8	6,720	2	1,680
Assistant messengers	58	41,760	57	41,040	28	20,160	30	21,600
Messenger boy	1	360	1	360	1	360	.....	.....
Skilled mechanic	1	1,000	1	1,000	.....	.....	1	1,000
Engineer and superintendent	1	1,650	1	1,650	1	1,400	.....	250
Assistant engineer	1	900	1	900	1	900	.....	.....
Firemen	2	1,440	2	1,440	2	1,440	.....	.....
Watchmen	8	5,760	8	5,760	5	3,600	3	2,160
Laborers	18	11,880	17	11,220	9	5,940	9	5,940
Total subclerical force	100	73,150	98	71,770	55	40,520	45	32,630
Grand total	637	781,950	613	758,570	380	480,020	257	301,930

[1] Increase.

SECTION I.

Introductory.

SCOPE OF INVESTIGATION.

The commission's investigation of the business methods of the office of The Adjutant General was instituted upon the request of the Secretary of War to look into the question of the cost of handling and filing correspondence in that office. The scope of the investigation was later enlarged to include the following subjects.

1. Organization of the office.
2. Present methods of handling and filing correspondence.
3. The mail messenger service.
4. Comparison of present and proposed methods of handling correspondence.
5. Present methods of handling the telegraphic business of the office.
6. Methods of preparation and distribution of circulars descriptive of deserters.
7. Methods of filing old military records and furnishing information therefrom.
8. Methods of administrative control.
9. Classes of unnecessary work.
10. Office quarters, including location, floor space occupied, fire risks, electric wiring, general sanitary conditions, plumbing, and lighting.

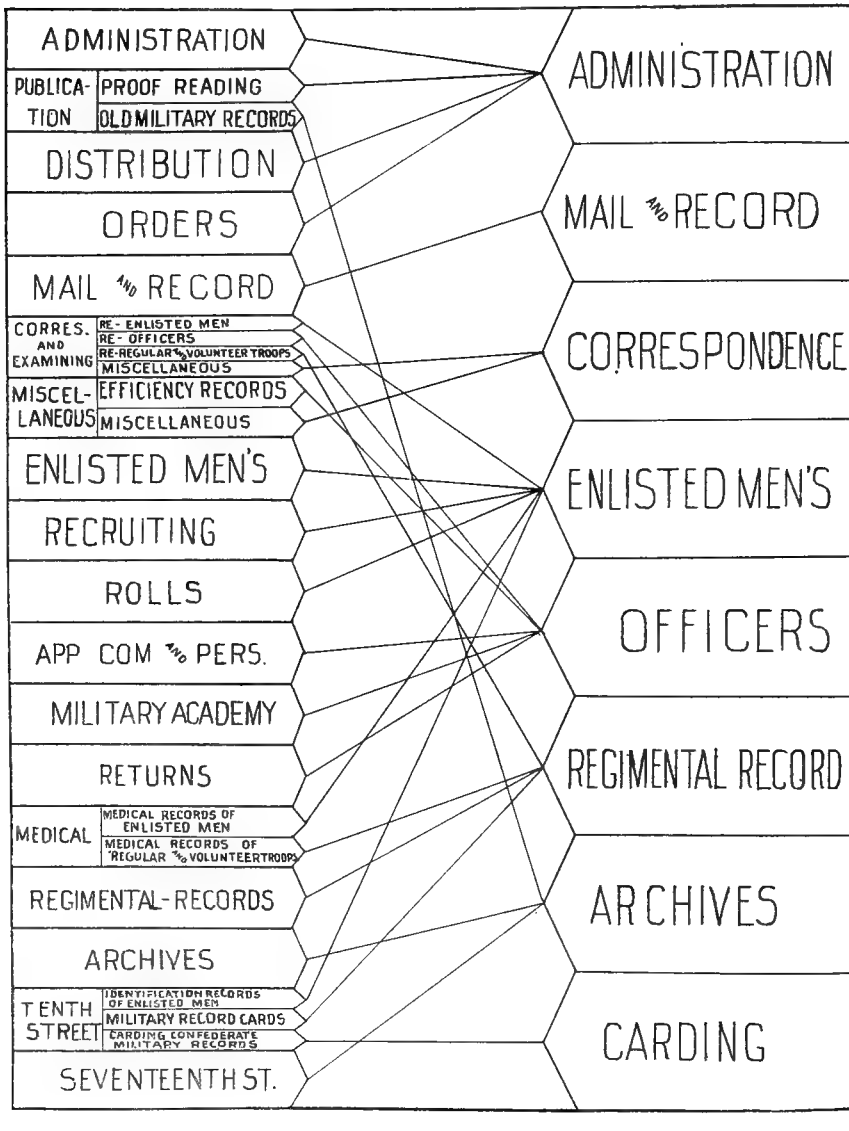
GENERAL CRITICISMS OF EXISTING ORGANIZATION, METHODS, AND CLASSES OF WORK.

In this introductory section some general criticisms are made of those conditions and methods which stand out saliently as bearing on the question of possible improvements in the conduct of the business of the office.

ORGANIZATION.

A condition which has contributed to the high cost of handling the business of the office is found in the elaborate divisional organization.

There are 18 separate divisions, some of which have an operative force of only from 3 to 11 employees. Under the commission's recommendations this number of divisions will be reduced to eight.



The chart herewith shows the present divisional organization, with the sections of work within the present divisions which are transferred to and distributed among the eight proposed divisions.

GENERAL DESCRIPTION OF METHODS.

The Adjutant General's Office is the largest bureau of the War Department, its official and clerical force comprising 5 military officers and 637 civilian employees, or approximately one-half of the personnel of the War Department. Its principal functions are the custody of records relating to all persons now serving or who have served in the Army, and communicating to the Army all instructions issued by the Secretary of War through the Chief of Staff. In the exercise of these functions the office receives and dispatches a very large number of communications and reports, so that the handling of correspondence and maintenance of personnel records comprise its main activities. These records (consisting of muster rolls, hospital records, enlistment contracts, and regimental returns), form the evidential foundation of the country's pension system, and their systematic preservation is a matter of the highest importance.

THE PERSONNEL RECORDS.

About a quarter of a century ago such was the confusion and delay in securing pensions, due to the fact that the information upon which to base pension claims was scattered through records of all classes, that the need of some systematic arrangement of military service records became imperative. A system of carding the information was devised, with the result that, instead of pensions being delayed many months awaiting laborious search through musty rolls and other crumbling records, the requisite data are now found in a few days, and prompt action on pension claims may be taken. The excellent results obtained from condensing upon cards the information originally entered in books is one of the praiseworthy accomplishments of the office while under the direction and control of Maj. Gen. F. C. Ainsworth.

THE CORRESPONDENCE RECORDS.

At the same time a new system of handling and filing the current correspondence of the office was installed. This system in brief is as follows:

Substantially all letters received in the office are briefed on the back of the first fold, and the purport of each written on index and record cards, on which work nearly 50 clerks are engaged all of their time.

In respect of outgoing correspondence this card recording is carried to a much greater extent. A verbatim card record is prepared of every communication, at an expense, of course, very much greater than that sustained in regard to incoming correspondence. Under this practice substantially all outgoing letters and indorsements are

written twice; the first copy, written on the record card, frequently by hand, constituting the record of outgoing correspondence, and the second the final draft of the letter in form for transmission to the addressee.

CONCLUSIONS WITH RESPECT TO HANDLING AND FILING CORRESPONDENCE.

After careful detail inquiry the commission has been led to the conclusion that in the office of The Adjutant General there has been an insistent attachment to this elaborate method of carding and cross referencing the great volume of current correspondence handled by the office, which has stood in the way of the introduction of improved office practice which has been so marked in recent years in private corporations, and to a lesser degree in a number of the other offices of the Government; that the devolpment of new methods has been resisted at every point; that there has been a slavish adherence to the record-card system and to precedents established in previous years under conditions entirely different from those existing at the present time; that as a result there has been built up in this office one of the most elaborate and expensive plants for doing some very simple things that has been found anywhere in the Government service; that improvements in methods which have come into general use have been ignored; that The Adjutant General's Office is some 25 years behind the times.

With a system obsolete in every detail and grossly expensive the office has remained in an attitude of resistance to change, and as a result has each year become more conspicuous by contrast with other offices which were being managed with economy and efficiency. The returns made to the commission in answer to its inquiries sent out to each division in which correspondence was handled and filed showed that the cost was very high. Subsequent detail study of the present system has led the commission to the conclusions above expressed, viz, that it is the most elaborate one in the entire Government; that more money is spent on routine processes in connection with a single piece of correspondence than in any other office which transacts business on a scale approaching that of The Adjutant General's Office.

There is no disputing the claim made that the correspondence of The Adjutant General's Office is handled with dispatch and accuracy. This, however, is not due to the merit of the system; this desirable result has been obtained in spite of it. If enough men are employed to keep it up, an elaborate system frequently may obtain just as prompt and accurate results as a more economical and efficient one. In the office of The Adjutant General there has been no lack of clerks and other employees to brief, record, and index the corre-

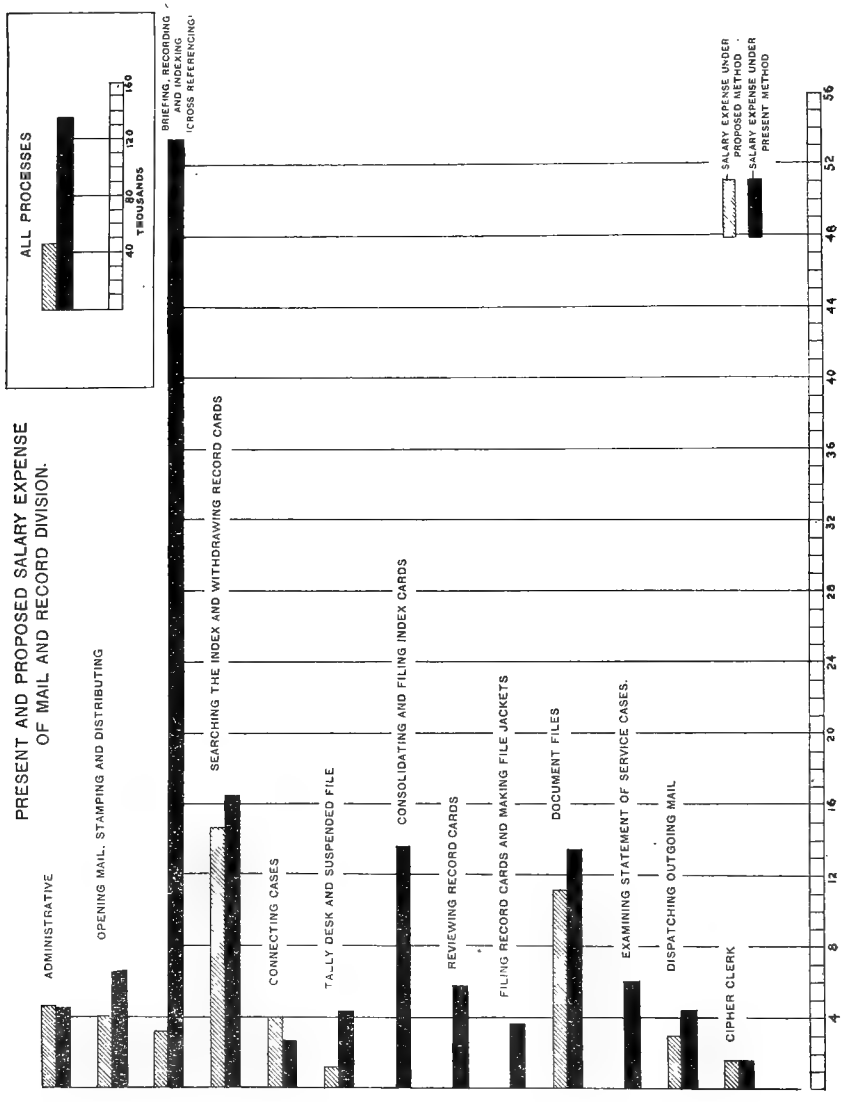
spondence. Without taking into account the vast amount of stationery and other like supplies consumed, this point may be illustrated by reference to the fact that for every one clerk employed on this work throughout the rest of the Government, a ratio of seven is engaged in the office of The Adjutant General. That is, accuracy and promptness have been obtained by use of the present system, but at a cost many times greater than in other offices where accuracy and promptness obtain. This comparison is based on an average of all the other offices and includes many of those which still have obsolete systems to cope with. Taking the average of one civil department in which much progress has been made in the introduction of up-to-date office methods, the comparison appears much more unfavorable to The Adjutant General's Office. In fact in this department, where one person is employed in that amount of recording and indexing which is considered sufficient for a given number of incoming communications, in The Adjutant General's Office, such is the extent to which recording and indexing have been carried and the elaboration of the record, that it requires a ratio of 120 persons to do the recording deemed necessary to cover the same number of incoming communications. This only goes to show that in the offices of the department referred to, where a careful study has been made with the view of eliminating unnecessary work, it has been found possible to do away with a very large part of the recording and indexing of correspondence and to obtain the same result through proper classification and the adoption of improved methods of filing.

The following chart shows the salary expense of the Mail and Record Division under the present system of handling and filing correspondence as compared with the expense which would be sustained upon the adoption of the commission's recommendations.

Looking for the reasons for the very great difference in cost, not only of recording and filing the correspondence, but in connection with passing correspondence through the routine processes incident to the preparation of replies, it is found to have been a cardinal rule in the office of The Adjutant General to handle only one case at a time. This rule has been responsible for a great deal of waste time in the use of the clerical staff of the office. Although no evidence was found of a desire to "soldier" on the part of correspondence clerks and others in the office the enforcement of the one-case-at-a-time rule compels clerks to spend much time waiting for work to come into their hands.

A further reason for high cost is found in another rule which requires the time of every step taken in connection with a case to be written down on the record card, whether by officers, clerks, or others. When this rule was put into force it was expected that it would show the operations so clearly it would be apparent where improvements

could be made, and that in the future various steps which had been taken in the past could be cut off, and the work thus expedited. As stated in a report 24 years ago, this was the object of the committee which recommended the time system. But instead of treating the results as a time study it was grafted on as a permanent part of the



system, thereby markedly increasing the cost of operation. The method is justified by the office as a means of locating responsibility for errors. Whenever an error is detected in connection with any piece of work, the clerk to whom it appears from the record the error should be charged is called upon to make a written statement, giving

"(a) the cause of the apparent error, or, if the cause it not known, (b) the probable cause, or (c) a theory as to the cause"; also "to suggest a remedy for, or guard against, or means of prevention of this kind of error." The result has been to add to an already elaborate system a maze of safeguards against almost every contingency which the most ingenious and imaginative mind could conceive as being remotely possible.

Forms are rarely employed, although there are hundreds of instances where their introduction would effect a material saving in clerical work. The rule seems to be to write a carefully prepared letter in every case regardless of the importance of the subject matter.

At every point the staff of the commission has been struck with the large amount of paper work in the form of reports and returns, which are required of each military organization. In addition to this—and such practice imposes more work of a nonmilitary nature on the men in the field than anything else—are the highly technical and frequently captious criticisms made of reports received at the department. A distinction does not seem to have been made between minor errors, which have no adverse effect upon the general efficiency of the Army and its offices and which impair no rights of individuals, and those that are of fundamental importance.

It is admitted that the paper work required by the system would break down in time of war; in fact we have been informed this is what happened in two or more divisions during the Spanish-American War, as it was found impossible with all the help provided to keep up with the work.

Practically all correspondence and documents which are received in the office are preserved indefinitely, with the result that after a few years a considerable portion of the matter filed has no value, either historical or otherwise, and only serves to encumber the files and retard the process of consulting papers.

It is the folded-filing and record-card system, with its necessary accompaniments, such as briefing, preparing two drafts of each communication, and press copying, which is the primary cause of the large expense sustained in The Adjutant General's Office for handling correspondence. The main improvement to be secured in changing the business methods of this office rests therefore in that subject. The adoption of the commission's recommendations for improved methods of handling and filing correspondence will be directly or indirectly responsible for at least $250,000 of the total prospective saving of $324,000 per annum.

The magnitude of the saving to be secured by better methods brought forcibly to the attention of the commission that practical illustrations of modern filing systems as conducted in some of the largest corporations of the country would be of far greater benefit

in aiding the office to arrive at a conclusion as to what system would be suitable to its needs than verbal discussion of the subject or exchange of lengthy memoranda. It was therefore suggested to the Secretary of War that several representatives of the different bureaus of the War Department accompany a member of the staff of the commission to New York and other cities for the purpose of studying modern methods of handling correspondence. Agreeably to that suggestion the Secretary directed several officers and employees of the department, among them the chief of the Mail and Record Division of The Adjutant General's Office, to make such study. Their conclusions are set forth in a brief memorandum submitted to the Acting Secretary of War, a copy of which was sent to the commission with the following letter:

WAR DEPARTMENT,
Washington, November 19, 1912.

The CHAIRMAN, THE PRESIDENT'S COMMISSION ON ECONOMY AND EFFICIENCY,
The White House.

DEAR SIR: In response to letter from the secretary to commission, dated the 1st instant, suggesting that representatives of the War Department be directed to make an inspection of the methods of classifying and filing correspondence in certain corporations, I now have the honor to inclose, for your information, a copy of the report which has been made to me by the employees of this department who were designated for this duty.

Very respectfully,

ROBERT SHAW OLIVER,
Acting Secretary of War.

(1 inclosure—copy of report.)

The memorandum referred to reads as follows:

NOVEMBER 15, 1912.

The ACTING SECRETARY OF WAR.

SIR: On November 6, 7, 8, and 9, 1912, by your direction and authority, we visited Jersey City, New York, and Brooklyn, and Messrs. Carmick and Davis visited Boston for the purpose of observing methods followed in the handling and filing of correspondence in large railroad and commercial enterprises in those cities, with the particular view of arriving at a conclusion as to the practicability of applying the general principles set forth in Circular No. 21 of the President's Commission on Economy and Efficiency to the correspondence methods of the War Department. Mr. Wilson E. Wilmot, of the President's Commission on Economy and Efficiency, accompanied us.

One or more of the undersigned visited the following concerns:

At Jersey City, N. J.: New York Division of the Pennsylvania Railroad Co.

At New York: Butterick Publishing Co.; Manhattan Electric Supply Co.; William B. Bondbright & Co.

At Brooklyn: The Edison Electric Illuminating Co.

At Boston: The New England Telephone & Telegraph Co.

In every one of the above concerns the correspondence is filed flat. Correspondence in relation to individuals was found to be filed alphabetically and that in relation to impersonal subjects subjectively, but in some cases a subsidiary index was kept on small index cards, although no book record of incoming or outgoing correspondence was maintained. The satisfactory operation of these systems on a large scale has brought us to the conclusion that the cor-

respondence of the War Department is susceptible of being filed flat; that such filing will result in material economies; that correspondence in regard to individuals can be filed alphabetically without a subsidiary index; and that correspondence on impersonal subjects can be logically arranged in the files, with the reduction of indexing to that necessary for the purpose of cross reference only.

We were particularly impressed with the absence of a record card or other record of either incoming or outgoing correspondence, although it appeared that in most of the concerns visited a record of some sort had previously been kept, but with logical arrangement of communications in the files it had been found practicable to do away with such records. It appeared to us, therefore, from our studies of the systems in the offices visited that the recording of correspondence in the War Department can be materially reduced and in some offices almost eliminated by the use of a flat filing system, with modification to meet the requirements of different bureaus.

Respectfully submitted.

ROBERT E. PARKER.
HERBERT L. DAVIS.
THOS. G. CARMICK.
W. D. SEARLE.
F. L. BRIGHAM.

It seems, therefore, that the commission has received full confirmation of its position in regard to the adaptability to the business of The Adjutant General's Office of the principles set forth in this report in regard to handling and filing correspondence. It may be appropriate to add here that the principles advocated are simply a repetition or extension of the conclusions reached by the commission in February, 1912, and set forth in Circular No. 21.

METHOD OF CONDUCTING TELEGRAPH BUSINESS.

Telegrams and cablegrams are being prepared and dispatched with little or no regard for cost. No attempt has been made to take advantage of night rates or to arrange for the consolidation into one message of several telegrams to be sent to a single officer in the course of a day's business, or to omit unnecessary words from the messages. In the work of coding cablegrams no advantage has been taken of the economical method of enciphering used in other branches of the War Department, which if adopted in The Adjutant General's Office would reduce the present cost of cablegrams 50 per cent.

METHODS OF PREPARATION AND DISTRIBUTION OF CIRCULARS DESCRIPTIVE OF DESERTERS.

The Adjutant General's Office is distributing annually throughout the country approximately 13,000,000 circulars containing descriptions of men deserting from the Army. The method now followed results in distributing a very large number of circulars which are not used and in fact can not be used by those receiving them. The work

of revising the present mailing list and of arranging for the proper distribution of descriptions of deserters could be performed in a very short time. The adoption of proper methods for distributing these descriptions would not only effect a very large saving in expense, but would make such descriptions as are sent out more effective.

FILING OLD MILITARY RECORDS AND FURNISHING INFORMATION THEREFROM.

At the present time the old military records are filed in four different buildings, and in some instances records which clearly belong in one file are divided into sections located in separate buildings. Furthermore, some of the records are arranged with only small regard to the principal use to be made of them. The present location and arrangement of the old military records are such as to make it necessary to incur a very heavy expense in furnishing information from them. A large part of this expense could be readily eliminated by the proper filing of the records.

COOPERATION OF EMPLOYEES.

Under the system employed, notwithstanding the reporting methods described, there has been practically no inducement to employees to study new methods or suggest improvements in the service, for the reason that if it appeared that these improvements would result in greater efficiency or economy of administration their proper share of the credit for recommendation would have been completely obliterated; but if the new methods proposed proved unsuccessful, the full burden of failure would have rested upon the proponent.

On the other hand, in private corporations inducements are offered to everyone to devise improvements in the service. Frequently prizes are given to employees for valuable ideas and suggestions, and their efforts in this regard, when successful, are usually rewarded by promotion to higher positions.

CLASSES OF WORK INCIDENTAL TO MAIN FUNCTIONS.

The Adjutant General's Office has followed, so far as possible, the policy of maintaining and operating plants for the manufacture of goods or the furnishing of utilities which it may need in the conduct of its business. For example, it is maintaining a printing office, a bookbindery, a carpenter and blacksmith shop for the manufacture and repair of equipment, and a plant for generating electricity.

Other offices and bureaus, with very few exceptions, have long since taken advantage of the superior facilities of the Government

Printing Office for performing all printing and binding work. The work performed at the Tenth Street printing establishment maintained by The Adjutant General's Office is crude and very expensive. The work of the binding section could be performed much more quickly and at less cost at the Government Printing Office.

The carpenter shop occupies an entire floor of the Seventeenth Street branch, and its work is very expensive because of the hand methods employed. It would be much cheaper to purchase filing equipment than to attempt to manufacture it on a small scale and by the use of obsolete methods.

The cost of generating electricity at the Tenth Street branch is 50 per cent greater than the cost of current purchased from the local company. Moreover, the current as now generated is available only from 9 a. m. to 4.30 p. m. During other hours, gas is used for lighting.

INDEX TO GENERAL ORDERS, 1860 TO 1880.

A class of work which it is believed should be discontinued is that involved in the preparation of a new edition of the index to general orders for the years 1860 to 1880. This work is believed to be unnecessary in view of the fact that the orders for each year of this period are thoroughly indexed, and, moreover, a consolidated index for the whole period was prepared some years ago. It has been ascertained that the present indexes serve all important demands and there appears to be no justification for incurring a very heavy expense for preparing from original sources an entirely new index.

REPORT ON ORGANIZATION AND CASUALTIES OF THE UNION AND CONFEDERATE ARMIES.

One branch of The Adjutant General's Office has in preparation a report on the organization and casualties of the Union and Confederate Armies. Thousands of dollars have been expended to date on this work, and it is far from completion. The work may be important and desirable, but no proper authority for its conduct has been shown by The Adjutant General's Office. Work of such magnitude should be undertaken only upon the granting of proper authority.

OFFICE QUARTERS.

At the present time The Adjutant General's Office is using a large number of its best rooms for filing old military records, which are consulted only for the purpose of furnishing information for a settlement of pension claims and for historical use. At the same time about one-fourth of the employees of the office are housed in old buildings, which are dangerous from the standpoint of fire risks, in an insanitary condition, and wholly unsuitable for use as offices.

REDUCTION IN FORCE AND DETAIL OF EMPLOYEES TO OTHER BUREAUS.

In arranging for the reduction in force which can be effected by the adoption of the commission's recommendations, it is suggested that those employees who can be relieved from their present duties be assigned to fill such vacancies as may occur in the clerical force of The Adjutant General's Office or of any other office or bureau in the War Department.

Under the present law the clerical force of The Adjutant General's Office can not be detailed to other offices or bureaus of the War Department. The commission has, however, recommended that the present restriction as to detailing clerks from The Adjutant General's Office be removed, so that any clerks who may not be needed in The Adjutant General's Office after the adoption of more economical methods can be detailed to other branches of the War Department.

COOPERATION WITH WAR DEPARTMENT.

It is manifest that many of the recommendations contained in this report can not be set forth in sufficient detail to enable those concerned to arrive at a complete understanding of the steps necessary to install the systems or methods recommended. The commission, however, will be pleased to assign members of its staff who, having studied the details of the recommendations made, can cooperate with the offices concerned in the development and installation of the new methods recommended.

SECTION II.

Function and Organization of The Adjutant General's Office.

GENERAL.

The functions and work of The Adjutant General's Department are prescribed in part by statute, in part by Army regulations, and in part by War Department general orders. The Army regulations describe The Adjutant General's Department as "the department of records, orders, and correspondence of the Army and the militia."

The Adjutant General's Department includes the central "office" in Washington and such officers and men in the military organizations as may be detailed for duty to The Adjutant General's Department. This report is limited to the consideration of the "office" in Washington.

As has been said, the work of this office consists principally of the handling and filing of correspondence, including Army reports on personnel and movements of troops, and of furnishing information from the records in its custody. The work falls into two main classes, (a) that connected with present military personnel and operations, and (b) that connected with the records of former officers and men and of former military organizations. Incidental to these two main classes of work, The Adjutant General's Office conducts printing, binding, and carpenter-shop work.

WORK CONNECTED WITH PRESENT MILITARY PERSONNEL AND OPERATIONS.

This work, as stated above, consists principally of the handling of the correspondence, orders, and records of the Army. The work may be divided into the following groups:

1. Recording, authenticating, and communicating to troops and individuals in the military service all orders, instructions, and regulations issued by the Secretary of War through the Chief of Staff. This includes printing and distributing approximately 17,650,000 Army orders and circulars.
2. Preparing and distributing commissions.
3. Compiling and issuing the Army Register and the Army List and Directory.
4. Examining, recording, and consolidating the general returns of the Army, which include the (a) bimonthly muster rolls, (b) monthly "Army returns" of services of officers, (c) recruiting reports, (d) enlistment contracts, and (e) miscellaneous reports.

5. Arranging and preserving the reports of officers detailed to visit encampments of militia.

6. Preparing the annual returns of the militia required by law to be submitted to Congress.

7. Managing the recruiting service.

8. Recording and issuing orders from the War Department remitting or mitigating sentences of military convicts who have been discharged from the military service.

9. Maintaining the personal identification system.

10. Furnishing information from the records concerning the personnel and operations of the present military establishment.

11. Forwarding personal mail to officers and enlisted men.

The number of communications received annually by The Adjutant General's Office in connection with the business of the present military organization is given in the War Department's report on "Handling and filing of correspondence," under date of February 15, 1911, as follows:

Orders issued by Army commanders	159,000
Current Army reports and returns	189,000
Letters from the staff departments and the Army at large	140,000
Letters from miscellaneous sources	87,000
Total	575,000

In addition to these incoming communications, 70,000 private letters for officers and enlisted men were received in the Adjutant General's Office and forwarded to them.

The number of outgoing communications was not reported in any detail, so it is impossible to state separately the number of communications sent out in connection with the business of the present military organization, and the number sent out in connection with the work on the records of former military organizations. The total number of outgoing communications of the two classes was reported as "about 356,000. This number does not include approximately 17,650,000 printed Army orders and circulars issued from this office annually."

The methods followed in handling and filing correspondence are described in detail in Appendix I.

WORK CONNECTED WITH RECORDS OF FORMER ORGANIZATIONS.

The Adjutant General is vested with the custody of the military and hospital records of the volunteer armies and of the permanent military establishment. Upon the muster out or discharge of volunteers or militia from the service of the United States, and upon the disbandment of any organization in the permanent military establishment, all the records that pertain to them and that have not been filed in the Adjutant General's Office are transferred to and filed in

that office. The archives of the Adjutant General's Office include the following:

1. All military records of the Revolutionary War.
2. Records of all organizations, officers, and enlisted men that have been in the military service of the United States since the Revolutionary War.
3. Records of the movements and operations of troops.
5. Medical and hospital records of the Army.
6. Identification cards.
7. Records of the Provost Marshal General's Bureau.
8. Records of the Bureau of Refugees, Freedmen, and Abandoned Lands.
9. Confederate records, including those pertaining to the legislative, executive, and judicial branches of the Confederate Government.

The Adjutant General takes any necessary steps to complete and correct the records in his custody.

At the present time about 30 employees are employed in preparing record cards showing the military services of the men who served in the Confederate Army during the Civil War. This work was begun in 1902, and it is estimated that with the present force the work will be completed in two or three years. Record cards showing the military service of the men in the Union Army have been prepared. These record cards are used for furnishing information requested in connection with the settlement of pension claims and other cases involving military histories.

The Adjutant General's Office answers all inquiries for information contained in the archives in its custody, provided these inquiries do not require administrative action by any other bureaus of the War Department. The information furnished from the documents and records include that concerning pension, pay, bounty, and other business pertaining to or based upon the military or medical histories of former officers and enlisted men in both the volunteer and the permanent military organizations.

The War Department's report on the handling and filing of correspondence states that about 135,000 letters requesting statements of military service of individuals are received annually. These requests are received from the Pension Office, Auditor for the War Department, General Land Office, and other Federal departments and offices; from the adjutant generals of the several States, the Grand Army of the Republic and other associations, and from individuals.

Another function performed by The Adjutant General's Office is the compilation of historical data on former military organizations. At present the "publication branch" is compiling record cards showing the military history of the companies and other military organizations in the Federal Army during the Civil War. It is the expectation that this compilation will eventually be published. The distribution of the voluminous report on the "Official Records of the Rebellion" is handled by The Adjutant General's Office in accordance with an act of Congress approved March 3, 1903.

ORGANIZATION.

Beside the "central office," the functions of which have been described, The Adjutant General's Department includes the officers and enlisted men in the several commands detailed to perform the work of The Adjutant General's Department and the recruiting stations. The organization described below is that of the "central office" in Washington only.

The personnel in The Adjutant General's Office consists of officers detailed for such duty and of the civilian force authorized by Congress in appropriation acts. In addition to The Adjutant General, who is the head of the department, five officers are usually detailed to the "office" in Washington, and are designated as "adjutants general." For the fiscal year 1913, Congress authorized the employment of 638 civilian employees in The Adjutant General's Office, with a salary roll of $781,950. The appropriation act stipulated that "all employees provided for by this paragraph for The Adjutant General's Office of the War Department shall be exclusively engaged on the work of this office for the fiscal year nineteen hundred and twelve."

The divisions into which The Adjutant General's Office is divided are as follows:

1. Administration Division.
2. Publication branch.
3. Distribution Division.
4. Orders Division.
5. Mail and Record Division.
6. Correspondence and Examining Division.
7. Miscellaneous Division.
8. Enlisted Men's Division.
9. Recruiting Division.
10. Rolls Division.
11. Appointment, Commissions, and Personnel Division.
12. Military Academy Division.
13. Returns Division.
14. Medical Division.
15. Regimental Records Division.
16. Archives Division.
17. Tenth Street branch.
18. Seventeenth Street branch.

FUNCTIONS AND WORK OF PARTICULAR DIVISIONS.[1]

[1] Detailed descriptive reports of the functions and work of the divisions of The Adjutant General's Office are contained in Appendixes I and II.

As related to each of the several divisions, the work of the office is subdivided as follows:

ADMINISTRATIVE DIVISION.

General supervision of the entire business and personnel of The Adjutant General's Office.

PUBLICATION BRANCH.

Furnishing statistical and historical information from the "Official Records of the Union and Confederate Armies," verifying the text of inscriptions for memorials in the various national military parks, preparing for publication a compilation showing the geographical and tactical organizations, engagements, and casualties of the Union and Confederate Armies, and a subject index of the General Orders and Circulars of the War Department from 1860 to 1911; also the reading of proof for various publications of the office and War Department.

ORDERS DIVISION.

Furnishing and preparing for printing and distribution all drafts for special and general orders and changes of orders, such drafts being originally prepared in other divisions of The Adjutant General's Office.

DISTRIBUTION DIVISION.

Maintaining a file of all books, forms, circulars, orders and regulations of the Army and dispatching them to the organizations and personnel thereof.

MAIL AND RECORD DIVISION.

Receiving, briefing, recording, and indexing the correspondence of The Adjutant General's Office and custody of the correspondence files.

CORRESPONDENCE AND EXAMINING DIVISION.

Drafting and writing replies to communications requesting information relative to the service of former officers and enlisted men and reviewing and copying for signature the drafts of some communications which are prepared in other divisions of the office.

MISCELLANEOUS DIVISION.

The handling of miscellaneous correspondence arising in connection with the work of The Adjutant General's Office, the preparation of general orders, and the custody and compilation of efficiency reports concerning the commissioned officers of the Army.

ENLISTED MEN'S DIVISION.

Preparation of correspondence relating to the changes in status or station of enlisted men, discharge of enlisted men from the Army, questions arising in connection with desertions, fraudulent enlistments, absences without leave, and requests of enlisted men to be placed on retired list.

RECRUITING DIVISION.

Conduct of correspondence relating to the establishment and discontinuance of recruiting stations, the work of recruiting officers and enlisted men, the distribution of recruits to military organizations, and the final passing upon certain applications for enlistment; also the custody, examination, and tabulation of reports showing the number of enlistments at each recruiting station or depot, and advertising for recruits.

ROLLS DIVISION.

Custody of original Army reports and muster rolls, the keeping of registers of enlisted men, answering inquiries from governmental sources requesting statements of military service of enlisted men, conduct of miscellaneous correspondence with the staff departments and the Army at large, and the preparing of answers to the various inquiries from miscellaneous sources on subjects relating to enlisted men.

DIVISION OF APPOINTMENTS, COMMISSIONS, AND PERSONNEL.

Conduct of correspondence and the preparation of orders relating to the commissioned personnel of the Regular and Volunteer Armies of the United States. Specifically it consists of conducting correspondence and preparing orders relating to nominations, appointments, commissions, assignments to duty, personal movements, promotions, resignations, and retirements of commissioned officers, military education at civil institutions and the several service and garrison schools of the Army, and miscellaneous matters arising in connection with the officer's service from the time of his commission until his separation from the service.

MILITARY ACADEMY DIVISION.

Conduct of correspondence pertaining to management of the United States Military Academy, and the appointment, examination, and admission of cadets to the academy, the maintenance of records showing the representation of States and congressional districts at

the Military Academy, and the notification of Congressmen of existing vacancies.

RETURNS DIVISION.

Custody of files of original returns from all organizations and military posts of the Regular Army, compiling the records of service of officers and organizations of the Regular and Volunteer Armies of the United States, and furnishing information from all the records in its custody.

MEDICAL DIVISION.

The custody of, and the furnishing of information from, medical records of the Army, both Regular and Volunteer troops, and both officers and enlisted men from 1821 to 1910, inclusive.

REGIMENTAL RECORDS DIVISION.

Custody of, and furnishing information from, the index record cards and personal papers of volunteers in the several wars, and original regimental records.

ARCHIVES DIVISION.

Custody of, and furnishing information from, original military records, other than regimental records, and from records of the reconstruction period. Also the records of the Provost Marshal General's Bureau, prisoner of war records, and the Confederate records.

TENTH STREET BRANCH.

Furnishing statements of service from, and the custody of, identification records of enlisted men of the Regular Army, and of the card records and personal papers of volunteer soldiers in the several wars. Also printing forms, blanks, envelopes, etc., for the office.

SEVENTEENTH STREET BRANCH.

The custody of part of the Confederate prisoner of war records and of duplicate military records; repairing and rebinding books and documents, making mail jackets, carpenter, repair, and cabinet work for The Adjutant General's Office.

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SECTION III.

Criticisms and Constructive Recommendations with Respect to the General Business System of the Office.

The purpose of this section is to point out in what respect it is thought by the commission the Office of The Adjutant General operates at a disadvantage, due to conditions which are adverse to operating with greatest economy and efficiency, and to indicate what changes it is thought could be made to improve those conditions. To this end a brief statement is made of present conditions and methods which are thought to be unfavorable; this is followed by critical consideration of the results attributable to the conditions and methods described, with constructive suggestions, the adoption of which, it is believed, will either improve the efficiency of the service or effect economies, or both. The critical comment and constructive suggestions of the commission are presented under the following general heads:

1. Handicaps due to organization.
2. Defects in methods.
3. Unnecessary work performed.
4. Unsuitable condition and location of quarters.

1. HANDICAPS DUE TO ORGANIZATION.

The excessive number of divisions is primarily responsible for the large number of communications exchanged between divisions. All through the organization of The Adjutant General's Office it is observed that one group of divisions prepares the correspondence and another furnishes to the former the facts and information from the records which enter into that correspondence. This condition requires the first group to be continually requesting, by written statement on the record card, the information it desires, and the second group to communicate that information to the former by means of the record cards—an interchange of correspondence within the office which occasions a great deal of clerical work, much of it waste, due to the fact that the record divisions naturally furnish to the correspondence divisions information considerably in excess of that necessary to the reply in particular cases, because of the general nature in which the requests on the record cards for such information must be

framed. The consolidations recommended by the commission will reduce the amount of this intercommunication by at least 50 per cent, and correspondingly reduce the quantity of matter transported by the five-minute mail messenger service.

There are 18 separate divisions and "branches" in the Office of The Adjutant General, some of them organizations of only from 3 to 11 employees. A considerable increase in efficiency would be secured by consolidation of some of the divisions whose work is closely connected with other divisions. The commission recommends the following divisional organization for the office:

1. Administration Division, to be composed of the present Administration, Orders, and Distribution Divisions, and a small part of the publication branch.

2. Mail and Record Division, whose functions will be reduced to the custody of the correspondence files primarily, and the incidental work of receiving, opening, and distributing incoming and dispatching outgoing mail.

3. Correspondence Division, to be formed by a consolidation of the present Miscellaneous and Correspondence and Examining Divisions.

4. Enlisted Men's Division, to be formed by a consolidation of the present Enlisted Men's, Recruiting, and Rolls Divisions, the Correspondence and Examining and Medical Divisions, and the identity section of the Tenth Street branch.

5. Officers' Division, to be formed by a consolidation of the present Returns Division, Division of Appointment, Commission and Personnel, and Military Academy Division, the efficiency section of the present Miscellaneous Division, and small parts of the Correspondence and Examining and Medical Divisions.

6. Regimental Records Division, to consist of the present Regimental Records Division, a part of the Tenth Street branch, and a part of the Medical Division.

7. Archives Division, to consist of the present Archives Division, a part of the Seventeenth Street branch, a part of the Medical Division, and a part of the publication branch.

8. Carding Division, to be a temporary division for the completion of the carding of Confederate military records now being conducted by sections of the Tenth Street branch, the work of this division to be limited to the carding of these records and the division to be discontinued upon the completion of that work.

The consolidations here recommended, together with the transfer and elimination of work recommended in other sections of this report, will cause the following divisions and branches to be discontinued:

1. Orders Division.
2. Distribution Division.

3. Returns Division.
4. Military Academy Division.
5. Recruiting Division.
6. Rolls Division.
7. Miscellaneous Division.
8. Medical Division.
9. Seventh Street branch.
10. Publication branch.

The considerations which have guided us in making the above recommendations in regard to the organization of The Adjutant General's Office are as follows:

1. *Administration Division, to be formed by consolidation of Administration, Orders, and Distribution Divisions, and part of publication branch.*

The principal function of the Orders Division is to supervise the printing and issuance of orders which are prepared in other divisions of The Adjutant General's Office. The principal function of the Distribution Division is, as its name implies, to distribute the large number of general and special orders issued by The Adjutant General's Office and to keep the stock of stationery and issue the same upon requisition to the various divisions. There are 8 employees in the Orders Division and 7 in the Distribution Division. The size of these divisions is so small, and their functions those usually committed to the office of a chief clerk, that it would be desirable to have them taken over by the Administration Division.

The publication branch has two employees who devote part of their time to proof reading. Such work logically belongs in a Publication Division, but in view of the fact that there is so little proof reading to be performed and that the other work now being conducted in the publication branch has been found unnecessary or to be of such character that it could be performed to better advantage in other divisions, it is unnecessary to maintain a separate Publication Division. It is therefore desirable to transfer the proof reading to some central division where it can be performed to as good advantage as in the old publication branch. It is accordingly recommended that the experienced proof reader now assigned to the publication branch and drawing a salary of $1,400 be transferred to the Administration Division. It is unnecessary to assign any "copy holder" to the Administration Division, as the holding of copy can be best performed by an employee temporarily assigned to that work from the division whose copy is being read.

Upon the adoption of the recommendations for changes in the Administration Division, and for transfers to this division of other divisions and work, the number of employees will be as follows:

Personnel of Administration Division.

Transferred from—	At $2,500.	At $2,000.	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total employees.	Total salaries.
Present Administration Division	1	2	4	3	1	.....	.....	11	$19,900
Orders Division	.....	.....	.....	1	1	3	1	6	7,600
Distribution Division	.....	.....	1	2	1	3	.....	7	10,000
Publication branch	.....	.....	.....	.....	1	.....	.....	1	1,400
Total	1	2	5	6	4	6	1	25	38,900

2. *Mail and Record Division.*

The functions of this division will be reduced to the custody of the correspondence files primarily, and the incidental work of receiving, opening, and distributing incoming and dispatching outgoing mail. The number of employees will be as follows.

1 chief of division	$2,000
1 clerk, class 4	1,800
4 clerks, class 3, with salaries aggregating	6,400
14 clerks, class 2, with salaries aggregating	19,600
13 clerks, class 1, with salaries aggregating	15,600
2 clerks, at $1,000	2,000
35 clerks, with salaries aggregating	47,400

3. *Correspondence Division, to be formed by a consolidation of Miscellaneous and Correspondence and Examining Divisions.*

One of the main functions of the Correspondence and Examining Division is to engross, in typewritten form for dispatch, communications which are originally drafted on the record cards by handwriting or typewriting in other divisions of the office, principally the Rolls and Regimental Records Divisions. In another part of this report it is recommended that these communications be prepared in final form in the divisions where the first draft is now prepared.

It is also recommended in another part of this report that the efficiency section of the Miscellaneous Division be transferred to the new Officers' Division, and that the work of handling applications for certificates in lieu of lost discharges and applications for the removal of the charge of desertion, which is now being done in the

Correspondence Division, be taken over by the new Enlisted Men's Division.

These changes will leave in the Correspondence and Examining Division and the Miscellaneous Division the real miscellaneous correspondence of the office. With the reduced amount of work in each division and the like nature of the correspondence, the logical conclusion is a consolidation of the two divisions under the title "Correspondence Division."

Upon the adoption of the recommendations providing for the creation of the new Correspondence Division, and the transfer to that division of the functions and work above mentioned, the number of employees will be as follows:

Personnel of new Correspondence Division.

Transferred from—	At $2,000.	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total employees.	Total salaries.
Present Correspondence and Examining Division	.....	3	4	2	1	1	11	$16,800
Miscellaneous Division	.....	.....	2	2	5	.....	9	12,000
Chief of consolidated division	1	.....	.....	.....	.....	.....	1	2,000
Total	1	3	6	4	6	1	21	30,800

4. *Enlisted Men's Division, to be formed by a consolidation of Rolls, Recruiting, and Enlisted Men's Divisions, a part of the Correspondence and Examining and Medical Divisions, and the identity section.*

The controlling reason in bringing us to a recommendation for the consolidation of the Rolls Division, Recruiting Division, and Enlisted Men's Division, lies in the fact that the records in the Rolls Division serve as the foundation for a very large part of the work in the nature of correspondence emanating from the Recruiting and Enlisted Men's Divisions. The consolidation would effect a saving due to the elimination of messenger work, the writing of memoranda and reports on record cards, as well as an indirect saving resulting from the fact that when a man once took up a case and formed a grasp of the subject matter he would not have to let it go until the reply or action had been drafted in connection therewith. This would, of course, save a great deal of time, although it is difficult to measure the same in terms of monetary value.

The size of some of the divisions is another consideration. The present force of the Rolls Division is 52 persons, that of the Enlisted Men's Division 10, and that of the Recruiting Division 11, a total

of 73. With the adoption of our recommendations, the force in these divisions would be as follows:

Rolls Division	25
Enlisted Men's Division	7
Recruiting Division	6
Total	38

With the force in the Enlisted Men's Division and Recruiting Division cut down to seven and six persons, respectively, and in the absence of technical work in either of these divisions, there is no reason for their continuing to be independent. The business of the three divisions can just as well and much more economically be transacted if a consolidation is effected. The work of handling recruiting questions, matters concerning the status of enlisted men, and the furnishing from the records of information in regard to enlisted men, can be grouped into sections of a division which will have to do with all questions arising in connection with the enlisted man.

The handling of correspondence in relation to applications for certificates in lieu of lost discharges and applications for the removal of the charge of desertion, now a function of the present Correspondence and Examining Division, should be transferred to the new Enlisted Men's Division, where the records upon which such correspondence is based are maintained.

The present Correspondence and Examining Division also engrosses nearly all the communications drafted in the present Rolls Division. The commission recommends that this correspondence be prepared in final form for dispatch in the new Enlisted Men's Division, in order to avoid the duplication of work incident to having one division prepare the first copy in draft of correspondence, and another division the final or "fair" copy for dispatch.

The number of clerks at each salary grade who should be transferred from the present Correspondence and Examining Division to the new division for the purpose of carrying on this work is as follows:

	Salary per annum.
1 clerk, class 3	$1,600
2 clerks, class 2	2,800
3 clerks, class 1	3,600
	8,000

Those medical records now in the custody of the Medical Division which pertain to enlisted men in the Regular Army, and which are needed in the conduct of business connected with current military affairs, should be transferred to the proposed Enlisted Men's Division. It is desirable to centralize in one division the records which must

be consulted in reporting on the service of men in the Regular Army and thus avoid the large amount of unnecessary work now performed in referring cases from one division to another for the completion of statements of service. The medical records to be transferred to the proposed Enlisted Men's Division should constitute a separate section or division of the files in that division.

A large part of the work performed by the Medical Division in connection with current Army business is the receiving, classifying, and filing of the monthly reports of sick and wounded and the medical report cards. This work, together with that of furnishing information from the records, now requires the services of 7 searchers. It is accordingly recommended that these men be transferred to the proposed Enlisted Men's Division. Three of these employees receive salaries of $1,400 per annum and 4 receive salaries of $1,200 per annum.

The saving to be effected from this proposed consolidation is in the elimination of expense incidental to the rehandling of cases and to the maintenance of a separate division. This involves not only the work of the searchers in referring a case from one division to another and the work of the messenger force in carrying the cases from one division to another, but it also involves the work of receiving clerks, record clerks, section chiefs, and division chiefs who are now employed in each of the separate divisions engaged in furnishing information. The direct saving to be effected from the consolidation here proposed is shown in another section of this report, together with similar savings in the Medical Division to be effected by other recommendations.

The identity section, which is now located in the Tenth Street branch, has the custody of all identification records of men in the Regular Army. This section also prepares the circulars descriptive of deserters. All the work of the identity section is connected with current military affairs and is closely related to the other work to be conducted by the proposed Enlisted Men's Division. The transfer of the identity section will enable the office to conduct the work assigned to that section more promptly and at a less cost. Unnecessary work now performed in referring cases from the Rolls Division to the identity section will be eliminated through this consolidation. The number of men at each salary grade necessary for the conduct of the work of the identity section is as follows:

	Salary per annum.
1 clerk, class 3	$1,600
2 clerks, class 2	2,800
8 clerks, class 1	9,600
2 clerks at $1.000	2,000
	16,000

At the present time the examining section of the Mail and Record Division maintains the files of beneficiary cards which are used in furnishing the identity section with the address of the beneficiaries of enlisted men who have deserted. This file logically belongs in the identity section, for whose use the file is maintained, and should be transferred to the new Enlisted Men's Division for the use of the identity section. The work of preparing the beneficiary cards and of furnishing information therefrom requires but a small amount of time as at present conducted. This work will, however, be reduced if the file is in the identity section, where the desired information can be directly procured and used without the present necessity of requesting the information on a correspondence record card and of indorsing the reply thereon. It will be unnecessary to transfer any employees to the identity section in order to perform the work connected with the file of beneficiary cards.

Upon the adoption of the recommendations providing for the creation of the new Enlisted Men's Division and the transfer to that division of work now performed in other divisions the number of employees will be as follows:

Personnel of new Enlisted Men's Division.

Transferred from—	At $2,000.	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total employees.	Total salaries.
Present Enlisted Men's Division	.....	1	.....	5	1	.....	7	$10,000
Present Recruiting Division	.....	1	2	2	1	.....	6	9,000
Present Rolls Division	.....	1	1	4	19	1	26	32,800
Present Correspondence and Examining Division	.....	.....	1	2	3	.....	6	8,000
Present Medical Division	.....	.....	.....	3	4	.....	7	9,000
Identity section of Tenth Street branch	.....	.....	1	2	8	2	13	16,000
Chief of consolidated division	1	.....	.....	.....	.....	.....	1	2,000
Total	1	3	5	18	36	3	66	86,800

5. *Officers' Division, to be formed by consolidation of Returns, Appointment, Commission, and Personnel, and Military Academy Divisions, and part of the Medical and Correspondence and Examining Divisions.*

The recommendation for the consolidation of the Returns Division, the Division of Appointment, Commission, and Personnel, and the Military Academy Division is based upon the same reasons that underlie our recommendation for the consolidation of the Rolls, Enlisted Men's, and Recruiting Divisions. The three divisions first

named have to do with the Army officer from the time he begins his education at the Military Academy until he is retired from the service. There is even more interchange of communications between the Division of Appointment, Commission, and Personnel and the Returns Division than exists in the case of the Recruiting, Enlisted Men's, and Rolls Divisions.

Questions are continually arising in the Division of Appointment, Commission, and Personnel which require that division to communicate with the Returns Division in order to procure from the records the facts essential to prepare a reply. When one division depends almost exclusively on another for the information which enters into its correspondence, good business practice demands a merger.

The consolidation would eliminate a great amount of intercommunication, as well as the recording on the record cards by one division of data to be used by another in drafting a reply in a particular case. The consolidation would expedite the disposition of cases, since the communications could go direct from the opening room to the man who is to handle the case, who would have at his hand the data essential to the reply, and having such data could with greater facility draft the communication based thereon than would be the case if the data had to be written on the record card and interpreted by a clerk who had not made the search, but who gave his exclusive attention to the preparation of correspondence based upon reports prepared by another.

The Military Academy Division has only three employees and deals mainly with questions concerning the selection, nomination, and entrance to the academy of cadets. There is nothing technical about this work such as to justify a separate division being maintained. In fact, by the adoption of our recommendations regarding the methods of work in that division, one clerk will be able to perform its functions, with time to spare.

The portion of the Medical Division to be transferred to the proposed Officers' Division consists of the medical records of officers in the Regular Army. These records should be filed in the division having the custody of the strictly military records for officers, so as to permit a complete report on an officer to be made in one division. The present method of filing medical records in a separate division a part of which is located in a building at a distance from the files of all other records of officers makes it necessary to refer a case calling for military and medical history from the Returns Division to the Medical Division in the State, War, and Navy Building and thence to the files in the Army Medical Museum. This rehandling of cases is unnecessarily expensive.

The records of officers in the Regular Army subsequent to 1884 which are filed in the Army Medical Museum should be transferred to the Officers' Division, together with such medical records in that part of the Medical Division located in the State, War, and Navy Building as are necessary for conducting business connected with current Army affairs. The quantity of records to be transferred is small, there being only 40 file boxes (or about one-half of one file case) of officers' records for the period from 1884 to 1910. The amount of work performed on these records is so small that it is unnecessary to transfer any employees from the Medical Division to the Officers' Division in order to handle the small increase in work resulting from this transfer.

Upon the adoption of the recommendations for the creation of an Officers' Division, and for transfers to this division of work now performed in other divisions, the number of employees will be as follows:

Personnel of the new Officers' Division.

Transferred from—	At $2,000.	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total employees.	Total salaries.
Present Returns Division		1	1	2	3	1	8	$10,800
A. C. P. Division		1	2	4	2	1	10	14,000
Military Academy Divi ion			1				1	1,600
Efficiency section of present Miscellaneous Division				1	1		2	2,600
Correspondence and Examining Division					1		1	1,200
Chief of consolidated division	1						1	2,000
Total	1	2	4	7	7	2	23	32,200

6. *Regimental Records Division to be formed by a consolidation of the present Regimental Records Division and portions of the Medical Division and Tenth Street branch.*

The Regimental Records Division has the custody of the original records of regiments formerly in the military service and the military record cards of volunteer troops in the Revolutionary War, Indian Wars, War with Mexico, and Civil War. The employees in this division are engaged in furnishing information from these records. The Medical Division has the custody of all medical records for both regular and volunteer troops, and the employees in that division are engaged in furnishing information from these records. The Tenth Street branch has, among other functions, the custody of military record cards for volunteers in the Spanish War, the Philippine in-

surrection, and in part for volunteers in the Civil War, together with similar cards for men in the Revolutionary War and for men in the Confederate service.

The records in the custody of these three divisions are used principally for furnishing information needed in the consideration of pension cases, and to a smaller extent for furnishing information desired for historical and genealogical purposes. It is thus seen that all these records are used for furnishing information in reply to the same classes of communications. In answering these communications it is necessary in over one-third of the cases handled by the Regimental Records Division to refer them to the Medical Division or the Tenth Street branch for the completion of the case. Considered from a standpoint of the utilization of these records, it is thus desirable to have the file in the custody of one division. Moreover, when considered from the standpoint of the subject matter of the records, the files should be placed in one division, and in some instances separate files should be consolidated as containing but one general class of records.

The fact that these records logically belong together is in part recognized by The Adjutant General's Office, which has adopted the plan of transferring the military record cards of Civil War volunteers from the Tenth Street branch to the Regimental Records Division and filing these cards with the military record cards in that division. The method of effecting this transfer is to send cards from the Tenth Street branch to the Regimental Records Division for permanent filing whenever the latter division has occasion to consult any of the cards for Civil War volunteers filed in the Tenth Street branch. This method is slow and ineffective and has resulted in the transfer of only about one-third of the cards during the many years that this practice has been in operation. In the case of the records for volunteers in the Spanish War and in the Philippine insurrection The Adjutant General's Office has consolidated in one file in the Tenth Street branch both the military record cards and the medical record cards for these soldiers. This arrangement is the logical one as it brings together into one file jacket all of the military and medical record cards for one man. This arrangement enables the office to furnish a complete statement of military and medical history by referring to one place in one file.

A partial obstacle to the consolidation and proper arrangement of these files has existed in the limited space in the State, War, and Navy Building. With the adoption of the commission's recommendation for placing all old military records in a new building suitable for the storage of such records this obstacle will be removed, and it will be possible to arrange and consolidate the files of these old records in such a way as to expedite their use.

At the present time it is necessary to take a large number of steps in handling and rehandling cases which are to be acted upon jointly by the Regimental Records Division and the Tenth Street branch. On another page of this report is given an outline of these steps, which shows that at the present time 14 processes are being performed, all of which would be unnecessary upon the consolidation of the files of military-record cards now located in these two divisions.

A large indirect saving will be effected through the elimination of this unnecessary rehandling of cases. In addition to the indirect saving there will be a direct annual saving in the salaries of employees engaged in searching the files at the Tenth Street branch of approximately $4,600. This saving will be made possible because upon the adoption of this recommendation all information can be produced by searching the files once instead of twice as at present.

The consolidation of the medical-record cards for Volunteer troops with the military-record cards for such troops now filed in the Regimental Records Division will also largely reduce the clerical work necessary for the preparation of a statement of military and medical history. In place of searching two files as at present, and of sending a communication from one division to another, and frequently from one building to another, it will be possible, upon the consolidation of files in the Regimental Records and Medical Divisions, as here recommended, to furnish the information with a search of one file.

At the time of the preparation of the descriptive report for the Regimental Records Division it contained 25 employees; the Tenth Street branch employed 9 men in searching and reporting from military card records, of whom it is estimated that 5 should be transferred to the Regimental Records Division; and the Medical Division 17 men, of whom it is estimated that 9 should be transferred to the Regimental Records Division; and the Correspondence and Examining Division employed 13 men, to be transferred. The Regimental Records Division, after the consolidation here recommended, will contain the 25 men now in that division, the 5 men to be transferred from the Tenth Street branch, the 9 men to be transferred from the Medical Division, and the 13 from Correspondence and Examining Division, making a total of 52 men, as follows:

Transferred from—	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total.	Total salaries.
Present Regimental Records Division	3	3	11	8	.....	25	$35,200
From Correspondence and Examining Division	1	1	2	9	.....	13	17,000
From Medical Division	.....	4	3	2	.....	9	13,000
From Tenth Street branch	.....	1	.....	2	2	5	6,000
Total	4	9	16	21	2	52	71,200

7. *Archives Division, to be formed by a consolidation of the present Archives Division and portions of the Medical Division, Seventeenth Street branch, and publication branch.*

The Archives Division has the custody of original military records exclusive of regimental records and personal papers filed in the Regimental Records Division, and exclusive of returns and muster rolls for the Regular Army filed in the Returns and Rolls Divisions. The old military records filed in the Archives Division are consulted principally for the purpose of furnishing information necessary to complete statements of military service requested by the Commissioner of Pensions and Auditor for the War Department. These records are also searched for data requested for historical and genealogical purposes.

The Medical Division has the custody of all medical records of the Army, including those for regular and volunteer troops. The old medical records pertaining to discontinued military organizations are not used in connection with the conduct of current military affairs. These old records logically belong in the Archives Division when considered from the standpoint of use made of the records.

The Seventeenth Street branch has the custody of a part of the prisoner-of-war records, the balance of them being filed in the Archives Division. This branch also has the custody of duplicate copies of old military records. These two classes of records are in fact a part of the files of the Archives Division but are not at present in the custody of that division for lack of space in the State, War, and Navy Building. The Seventeenth Street branch is also engaged in repairing such old documents and records as are torn. This work is incident to the custody of the old records and should be performed by a division in which the records are filed.

The publication branch has the custody of 80 volumes of ordnance reports made by officers during the Civil War. These records are similar to those in the custody of the Archives Division, and no reason has been advanced for filing this small number of ordnance reports in the publication branch. This branch is charged with the duty of furnishing information from the published "Official Records of the Union and Confederate Armies" in reply to certain classes of inquiries. It is also charged with the verification of inscriptions prepared for monuments and tablets to be placed in national parks and reservations. These classes of work now performed by the publication branch are of the same character as the work performed by the Archives Division, and all of this work should be performed in the latter division. The publication branch is also charged with the compilation of a report on the organization and

casualties of the Union and Confederate Armies. If it is decided that this work is to be continued, it should be transferred to the Archives Division.

The transfer of the files and work above described to the Archives Division will eliminate unnecessary work now performed in referring communications to the publication branch which could be handled by the Archives Division alone; it will also make it unnecessary for employees of the Archives Division to visit the Seventeenth Street branch in order to procure from its files information needed for the completion of cases assigned to the Archives Division, and it will facilitate the repair of torn documents and records by reason of having the employees who are engaged upon this work under the control of the Archives Division, which has the largest number of documents requiring repair.

The transfer of records from the Medical Division will involve some additional work to be performed in the Archives Division, and it is accordingly recommended that one clerk at $1,400 be transferred from the former to the latter division.

The small amount of additional work to be performed by the Archives Division as a result of the proposed transfer of records from the Seventeenth Street branch can be readily performed without any increase in the force of the Archives Division. With respect to the repair of torn documents, it is recommended that the two employees now engaged upon that work in the Seventeenth Street branch be transferred to the Archives Division. One of these employees receives a salary of $1,000 and the other a salary of $1,200.

The transfer of records and work from the publication branch will require no additional clerks to be assigned to the Archives Division, with the exception of the work on the compilation of the report on the organization and casualties of the Union and Confederate Armies. There was an equivalent of five clerks devoting their full time to this work during 1912.

The savings to be effected by this proposed consolidation are shown in other sections of this report.

Upon the adoption of the recommendations for changes in the Archives Division and for transfers to this division, the number of employees will be as follows:

	At $2,000.	Class 4.	Class 3.	Class 2.	Class 1.	At $1,000.	Total salaries.
Present Archives	1	2	4	4	4	[illegible]	$24,400
From Medical Division	.....	.....	.....	1	.....	.....	1,400
From Seventeenth Street branch	.....	.....	.....	.....	1	1	2,200
From Publication branch	.....	1	1	2	1	.....	7,400
Total	1	8	5	7	6	3	35,400

8. *Carding Division to consist of those employees of the Tenth Street branch now employed in carding Confederate military records.*

The preparation of military and medical record cards for men in the Confederate Army is being conducted by Sections I, II, IV, and V of the Tenth Street branch. These sections are also performing other classes of work, but the preparation of the record cards is their principal function. This is a class of work distinct from that performed in other divisions of the office. Its purpose is to make readily available information contained in a large number and great variety of original records. This work is of a permanent character and so is wholly different from current or routine work.

The records for all Confederate States, excepting Virginia, have been carded, and it is estimated that two years will be required to complete the cards for that State, provided the present force is continued on the work.

The force now consists of clerks of the following grades who are reported as devoting the whole or a part of their time to carding work:

3 clerks, class 4	$5,400
8 clerks, class 3	12,800
10 clerks, class 2	14,000
41 clerks, class 1	49,200
22 clerks at $1,000	22,000
84	103,400

A number of these clerks are devoting part of their time to other classes of work, as mailing descriptive circulars of deserters, printing and searching and reporting from military records. The time spent on circulars is equivalent to the full time of 5 clerks and that on searching to the full time of one clerk. In considering the cost of these several classes of work, it has been considered that of the 84 employees reported on carding work, 2 clerks at $1,200 and 3 clerks at $1,000, have been continuously employed on the descriptive circulars, and 1 clerk at $1,200 has been continuously employed on searching and reporting from records. Allowing for these details, the force employed on the carding work has consisted of—

3 clerks, class 4	$5,400
8 clerks, class 3	12,800
10 clerks, class 2	14,000
38 clerks, class 1	45,600
19 clerks at $1,000	19,000
78	96,800

It is recommended that this force be continued on the carding of Confederate records, and that it be organized as a separate division. It has been customary to detail clerks from the carding work not only to other work in the Tenth Street branch as described, but also

to other divisions which might be temporarily in need of extra employees. Such details can be made more readily and with less interference to work than details from divisions engaged in any current work.

2. DEFECTS IN METHODS.

This section of the report is devoted to a critical discussion, with constructive suggestions, in regard to the present methods, which have kept the office in a position where it could not maintain pace with improvements in methods of conducting business which of recent years have been pronounced not only in the commercial world, but in other executive departments of the Government.

While the results of the clerical operations of The Adjutant General's Office are excellent, the attention to duty of the whole force is on a high plane, and the correspondence is handled with dispatch, the entire system is open to criticism on the ground that more or less elaborate provision has been made against every possible contingency which may under remote conjecture arise. Records, indexes, and reports are kept, which in many instances have only an occasional bearing on the work of the office, and only in a very remote degree increase its efficiency. In short, the system has been carried to such an unreasonable extent that it has become unwieldy, and it is only a question of to what degree such system can be curtailed so as to bring it within the reasonable limits of a well-administered office. In this system lies the enormous expense of the clerical operations of the office—an expense wholly out of proportion to that sustained by any other large office of the Government, whether engaged in similar work or not.

The following subjects are taken up:

a. Methods of handling and filing correspondence.
b. The five-minute messenger service.
c. Comparison of present with proposed methods.
d. Methods of handling telegraphic business.
e. Methods of preparation and distribution of circulars descriptive of deserters.
f. Methods of filing old military records and furnishing information therefrom.
g. Defects in methods of administrative control.

A. DEFECTS IN METHODS OF HANDLING AND FILING CORRESPONDENCE.

Stating them briefly, the commission's criticisms may be said to lie chiefly against the following practices and conditions:

1. The folding of communications and filing them in document files, an out-of-date practice which has long since been discontinued in commercial concerns and is fast being abolished in the Government service.

2. The briefing on the back of the subject matter of a communication, which is necessary when it is folded and filed in a document file, another practice which the modern flat filing of correspondence has caused to be abolished.

3. The arrangement of the impersonal or subject correspondence files under an arbitrary numerical system, necessitating elaborate finding indexes.

4. The same arbitrary arrangement of the personnel correspondence files, with subsidiary index.

5. The recording and indexing of correspondence where the records can be of no permanent or historical value.

6. The press copying of outgoing correspondence, a slow process which delays the dispatch of the outgoing mail.

7. The practice of preparing a first draft of each outgoing communication on 3½ by 8 inch record cards, and after approval of the draft, writing a second and final draft for signature, which practice means the writing of nearly every communication twice.

8. A failure to take full advantage of the possibilities of the abbreviated form of conducting interdivisional correspondence, of which there is a very large amount in the office of The Adjutant General, due to the scattered location of the divisions of that office.

9. A failure to take advantage of the printed form in the preparation of communications in which the same language is repeatedly employed.

10. A failure to take full advantage, in connection with the preparation of correspondence, of labor-saving devices, such as the dictation machine, addressing machines, etc.

The principal recommendations which are intended to correct the practices and conditions above mentioned are as follows:

1. That the present system of folding correspondence and filing in document files be discontinued and flat filing substituted.

2. That briefing be discontinued.

3. That "impersonal" correspondence be filed under a subjective classification arranged as nearly as possible upon a self-indexing basis; and instead of arbitrary file numbers, that a logical arrangement of numbers under a decimal or analogous system be employed.

4. That "personnel" correspondence be filed alphabetically without enumeration or index.

5. That the writing of record cards be discontinued.

6. That the indexing of correspondence requesting statements of military service be discontinued.

7. That press copying be discontinued, and carbon copies be used in lieu thereof.

8. That the present practice of preparing a first draft of each outgoing communication on 3½ by 8 inch record cards, and after approval of the draft writing a second and final draft for signature, be discontinued, and that hereafter the correspondence be prepared on sheets 8 by 10½ inches ready for signature, with sufficient carbon copies for record purposes.

9. That the forms used in conducting correspondence within The Adjutant General's Office be revised, so as to provide for placing thereon the working data collected in connection with the preparation of military service and other statements.

10. That a code of symbols be used for the greater part of the correspondence between the divisions of The Adjutant General's Office in connection with the collection and preparation of data relative to statements of military service.

11. That the phonograph be used for preparing correspondence.

Criticisms of the features which have led us to make the above recommendations are taken up in the order in which the recommendations are made, and the reasons and general principles underlying these recommendations are discussed in like order.

1. *It is recommended that the present system of folding correspondence and filing in document files be discontinued, and flat filing be substituted.*

The original documents and communications of The Adjutant General's Office are filed in "document" files. This means that every paper of whatever dimensions which is filed must be folded to a size approximately 3½ by 8 inches. Such folding, of course, usually completely hides the text of the correspondence which would tend to identify it, and in this condition lies the reason why such communications are briefed on the back to show the contents. It is claimed by the advocates of folded filing that this brief enables the searcher to quickly identify among a group of papers the particular paper he is seeking, since it is not necessary for him to scrutinize a page or two of typewritten or handwritten matter. We do not believe this to be the correct view. As a matter of fact, a glance at a letter serves to identify its subject, and this is especially aided by underscoring representative words, which direct the eye to the subject matter of the communication. Sometimes the brief is inaccurate, and frequently not full enough to indicate to the searcher that the communication discusses a particular matter which he has in mind, and which if it were open would be quickly disclosed to him. If the folded paper remained folded while in the hands of correspondence clerks and others, the argument advanced in favor of folded filing might have some weight; but in practice the communication is always unfolded. Clerks will not risk the chance of basing a ruling or letter on a brief statement of the contents of the incoming letter; they desire to read such part of the letter itself as has a direct bearing on the subject about which they are preparing correspondence. This invariable practice means two unnecessary motions in connection with the consultation and use of papers which have been filed away in folded files; namely, the unfolding of the document for consultation, and the refolding of the paper for filing. Where thousands of papers enter and are removed from the files each week, as is the case in this office, the time lost in folding and unfolding becomes a very considerable item.

The universal practice in commercial concerns is to file correspondence flat, and this likewise is the practice in most of the offices of the Government. With flat filing the papers are more accessible, they take up less space, and such filing is particularly desirable in

the case of papers of the historical value of those in The Adjutant General's Office, which must be preserved an indefinite period of years. An examination of some of the old files in this office, as well as in other offices of the Government, discloses that papers that were filed folded, crumble, wear out at the folds, and are easily mutilated. In fact, a section of The Adjutant General's Office is regularly engaged in patching up papers which have worn out at the folds. With flat filing this wearing out will be prevented. Nor will the handling of the original documents themselves, which, under a discontinuance of the record cards would be more frequent than formerly, tend to wear out the papers if they are properly filed. It is handling *folded* papers that wears them out. The handling to which flat papers are subjected is very much less, and as a rule it is only the particular paper desired which is handled to any extent, so that the older papers in the file remain absolutely undisturbed.

The existing files are not dust proof, and dust is a fruitful factor in tending to make documents retained a long number of years unreadable. Modern files, both metal and wood, are practically dust proof.

Our recommendation that the vertical flat filing system be adopted for the correspondence and documents of The Adjutant General's Office does not contemplate a refiling of such documents as have already been filed. It is proposed to inaugurate flat filing with new correspondence only, continuing to employ the record cards instead of the original papers in those cases where such cards have already been made. Although the use of the record cards as working materials in conducting the correspondence of The Adjutant General's Office has been a considerable aid to the office and serves in substitution of the original papers in a large per cent of the cases, whereas otherwise it would be necessary to send to the basement for the original papers, which can not be handled in their present folded condition with the same dispatch as the record cards, it is not believed the enormous expense of making record cards and transcribing the information from the original documents upon them is justified by the saving of time in handling. The cards having been made, however, we believe they should be used to expedite handling of correspondence, but our recommendations in this regard can in no sense be construed as an approval of the making of record cards. Their making was not justified in our opinion, but their use, when made, is advisable. A file under the system recommended would be composed of two sections—first, the original papers received after a certain date; secondly, the record cards referring to the papers received prior to that date.

The adaption of present forms to flat filing.—Most of the forms used in connection with the conduct of correspondence between the offices of the Auditor for the War Department and the Commis-

sioner of Pensions and the Office of The Adjutant General, in relation to the military service of individuals who served in the forces of the United States, are designed for folded filing only, with the consequent necessity for briefiing in order to identify the papers in the file. As these documents are eventually filed in the office of the Auditor and Commissioner of Pensions, and since in the former department (Treasury) the Secretary has issued an order discontinuing briefing and providing for the flat filing of correspondence throughout his department, and the committee appointed to consider and report on the subject in the Department of the Interior has recommended the flat filing of papers in that department, the forms used in this office which are finally filed in the other departments mentioned should be adapted to flat filing.

2. *It is recommended that briefing be discontinued.*

By briefing is meant writing a synopsis of the subject matter of a communication on the back. As already stated, the only purpose briefing serves is to facilitate the identification of a particular paper among a group of papers folded in a document file. Where papers are filed flat briefing becomes unnecessary.

Briefing is unheard of in commercial concerns, and is fast being discontinued in the executive departments. When the commission's inquiry disclosed the fact that the time spent upon briefing in the Treasury Department amounted in salary cost to over $12,000 per annum, the Secretary of the Treasury immediately issued an order abolishing briefing of correspondence throughout his department, and later extended the scope of the order to include vouchers and accounting documents.

The number of clerks engaged in briefing in the Office of The Adjutant General is 46 persons, who spend 15 per cent of their time on this operation, at an aggregate annual salary cost of $8,700.

3. *It is recommended that impersonal*[1] *correspondence be filed under a subjective classification arranged as nearly as possible upon a self-indexing basis; and instead of arbitrary file numbers that a logical arrangement of numbers under a decimal or analogous system be employed.*

The correspondence of The Adjutant General's Office naturally divides itself into two main classes, that which is impersonal or concerns a subject and that which concerns an individual. The im-

[1] By "impersonal correspondence" is meant that class of correspondence which concerns an inanimate subject, or all persons in general, as distinguished from correspondence which has particular relation to one individual or a small group of persons and is referred to in this report as "personnel correspondence."

personal correspondence has already been minutely classified, both by means of the index cards and by a compilation of subjects arranged in book forms.

The system of filing this correspondence is simply a numerical finding method. Under this plan all letters received are numbered under one immense sequence of progressive numbers, each new file receiving the number after the last file. It insures considerable ease in the finding of a given letter provided the file number is known and presents the economic advantage of requiring filing space to be reserved only at one place—the end of the sequence. In connection with this system a card index is employed, by means of which the location of correspondence is ascertained.

We recommend that the correspondence itself, instead of being given an arbitrary number and filed in the accidental order of its receipt, irrespective of the subject matter, be filed so that papers on the same subject shall be together and correspondence on allied subjects nearby. We recommend also that the arbitrary enumeration of cases be supplanted by an enumeration which shall itself identify the subject matter, after the plan of decimal enumeration originating with the cataloguing of books which has been applied with considerable success recently to correspondence.

Subjective classification of correspondence is merely the application of the card-index principle to the filing of letters. It is based on the Dewey Decimal System of Library Classification. This system, which is the most extensively used of all schemes of systematic library classification, was devised in 1873 by Melvil Dewey. His method divides human knowledge into 10 classes, to which numbers are assigned, as follows:

0. General works.
1. Philosophy.
2. Religion.
3. Sociology.
4. Theology.
5. Natural science.
6. Useful arts.
7. Fine arts.
8. Literature.
9. History.

Each of the above classes is divided into 10 divisions, and each division into 10 sections.

Applying this system to the filing of letters involves grouping the various subjects likely to be included in correspondence under 10 general heads, to each of which is given a distinguishing number, with further division into subgroups bearing subnumbers of the base number assigned to the general head.

Taking the correspondence of a telephone company, for example, we have the following as the main classes:

000. General.
100. Executive.
200. Finance and accounts.
300. Construction.
400. Equipment.
500. Operation.
600. Rates.

Each of the above general classes is susceptible of further subdivision by the employment of additional digits. For example, the heading "300, construction" is subdivided as follows:

300. Construction.
310. Real estate.
320. Pole lines.
330. Circuits, loops, phantoms, etc.
340. Conduits.
350. Poles, wires, etc.
360. Cables.
370. Private lines, wire, etc.

No. 310 is subdivided thus:

310. Real estate.
310.1 Purchase of property.
310.2 Construction of new buildings.
310.3 Maintenance of real estate.

And No. 310.2 is subdivided as follows:

310.2. Construction of new buildings.
310.21 Plans and specifications.
310.22 Contracts for new buildings.
310.23 Interior appointments.

No. 310.23 has these subdivisions:

310.23. Interior appointments.
310.231 Furnishing.
310.232 Heating plant.
310.233 Lighting.

And No. 310.233 is subdivided into:

310.233. Lighting.
310.233.1. Electric wiring.
310.233.2. Gas fixtures.
310.233.3. Oil.

The chief merits of the decimal system of classification lie in the fact that the subject of the correspondence predetermines the exact place of filing, without necessitating either book or card-record indexing; that the left-hand digit of the numbers used furnishes a key to the character of the correspondence and that the additional num-

bers to the right still further define the precise nature of the correspondence, beyond its general character; and that the use of groups of tens or decimals renders the system susceptible of indefinite expansion as necessity may call for, without altering the value of any of the figures originally assigned to a subject or group of subjects.

A single illustration will suffice to make this point clear. Take, for example, a collection of letters, some having reference to the purchase of property, others to the construction of new buildings, and others to the maintenance of real estate.

It is evident that in an attempt at their classification they will be found to have one feature in common; that is, they alike treat of "real estate." Consequently all of the correspondence mentioned will be filed somewhere under the class number of 310, that being the number assigned to that division of subjects. It will be further found, through an exceedingly brief study of the subdivisions of the general subject of "real estate," that the particular place of filing each of the several letters relating to the subjects mentioned is easily discoverable, and a short experience will result in mentally associating not only the general numbers, but the subnumbers as well, with the subjects to which they relate.

Of course, practical experience discloses the fact that many letters are of such nature as to permit their being filed under any one of two or more subjects. In such cases the proper filing place is determined by narrowing down the question to the most definite and concrete subject appearing in the correspondence, and then by covering the remaining possible places of filing through the insertion of blank sheets carrying references to the original paper.

The advantages of the decimal system as applied to correspondence files are:

1. It can be applied with ease to the most varied subjects, and the most minute details can be classified by a few figures which represent their relationship and show their dependence upon or subordination to one another.

2. When any new topic arises it is always closely related to some other existing head, and connecting it with the nearest head by adding a decimal place makes abundant room for the newcomer. The system is thus capable of unlimited expansion and can never break down for lack of room for growth.

3 Not only are all papers on one subject found together, but the most nearly allied subjects precede and follow, they in turn being preceded and followed by other allied subjects as far as practicable.

4. Correspondence on allied subjects is sure to be separated sooner or later in every file arranged on the common plan unless it be frequently rearranged and reindexed, and the great amount of labor involved renders it impracticable and very undesirable.

5. The numbers tell of each letter or file of correspondence, both what it is and where it is.

6. While the total file numbers used may be quite large, as a matter of fact a file arranged upon the decimal system may be said to consist of but 10 numbers, namely, zero to 9, inclusive, the other numbers being subdivisions of these 10 general heads for the convenience of the file clerk in placing the papers in the file in a systematic manner, so that they can be quickly located when wanted.

7. Correspondence can be readily located without reference to the subject index.

4. *It is recommended that personnel correspondence be filed alphabetically without enumeration or index.*

The personnel correspondence should be filed alphabetically, which arrangement will make unnecessary the maintenance of an alphabetical index.

By this arrangement of the correspondence it will be necessary to go to only one place to obtain the papers in regard to a particular individual, whereas under the present system of giving to the individual an arbitrary number and depending upon an alphabetic arrangement of cards to guide the searcher to the proper file it is necessary to search two places. In observations and studies made by members of the staff of the commission, it was found that the best arrangement of papers relating to individuals, and that which permitted of the greatest speed in consultation, especially in very large files, was the alphabetic without a subsidiary index. Files containing papers relating to as many as 300,000 persons were found to be giving complete satisfaction. In most cases of alphabetic arrangement it was stated that a change had been made from a preceding arbitrary arrangement of such files with a subsidiary alphabetic index. Alphabetic filing is simply arranging the correspondence in the files themselves in the same order that the alphabetic index cards are placed in the index file drawer, and thus effects a consolidation of two files, with obvious increase of speed in consultation.

It is further believed that the consultation of the personnel files will be greatly facilitated if the correspondence in relation to officers is separated from that concerning enlisted men. Under the recommendations providing for a grouping of divisions, with Mail and Record Division in the center, flanked on either side by the Officers' Division and Enlisted Men's Division, the correspondence in relation to officers could be filed on the side of the Mail and Record Division nearest to the Officers' Division and the files of correspondence concerning the enlisted men in that part of the Mail and Record Division nearest the Enlisted Men's Division.

5. *It is recommended that the writing of record cards be discontinued.*

The record cards contain a synopsis of each incoming communication and a verbatim record of each outgoing communication, as well as a brief record of every step or authorization taken in connection with the handling of correspondence.

These records constitute practically a duplication of the original papers which are filed in the document files, with a corresponding duplication of filing equipment. The record cards are prepared by typewriting, and their filling out is greatly retarded on account of the small size of the card, since the typewriter has to adjust the cards to his machine and shift the carriage three times as often in writing up these cards as in writing on letterheads of a regular size. In cases where an extension of the record becomes necessary, the additional card is pasted to the old one. In such cases much time is necessarily lost in adjusting the cards to the typewriter and pasting them to the preceding file of record cards.

The theory underlying the making of record cards is that the information thereon, although a duplication of the information contained at length in the original documents, is set forth in compact form, so that a succession of letters may appear briefly upon a single card, and the eye in searching for a particular communication may quickly reach the one desired and the purport of the communication be ascertained without consulting the original papers. The same argument has been made in defense of the somewhat similar record known as the "register of correspondence," which is a complete record of all letters passing in and out of an office, and which up to a few years ago was in quite extensive use in railroad and industrial concerns. This register had its origin in the imperfection of old filing systems and was used as a safeguard for consultation wherever a loose filing system failed. With the installation of modern filing systems, both in outside business concerns and in the offices of the Government, the practical necessity of such record, either book or card, is rapidly disappearing.

A careful examination of a large number of cases in the office of The Adjutant General indicates that in at least 60 per cent of them it would not be necessary to refer to the record cards at all, the basis for all action in connection with the case being found in the incoming communication itself. In most of the cases under the present system, the record cards are transmitted to the division to handle along with the original correspondence. As a rule the question raised by a piece of incoming correspondence is a current one, and there is no need for previous papers to aid in its solution. A glance at an incoming letter will determine in nine cases out of ten whether the communication touches a subject originally, or whether it is a con-

tinuance of a subject that is already open. Discretion should be given to the Mail and Record Division to determine whether the previous papers should be transmitted with the incoming letter or not. If this were done it is believed that previous papers would accompany not more than 40 per cent of the cases, and that it would be quite rare that previous papers would be called for afterwards by the correspondence clerk.

Record cards v. original documents.—This question is considered from the standpoint of—

1. Permanent value as historical records.
2. Convenience in handling as working material.
3. Accuracy of the record.
4. Completeness of the record.
5. Expense of making.

1. *Permanent value as historical records.*—The greater part of the documents filed in The Adjutant General's Office have a permanent historical value. They are, in fact, the foundation on which the pension system of the country rests, and the necessity of protecting the rights of those who have served in the Army demands that the utmost care be taken in preserving the records so that they may at all times be accessible and complete. It is conceded that preservation and accessibility outweigh considerations of expense.

A pronounced cause of wear and tear, and also great delay in handling, is the repeated folding and unfolding of papers. Folding and unfolding are carried to an extreme in The Adjutant General's Office. For example, the folded communication when removed from the envelope is (1) unfolded for examination, (2) folded again in order that the appropriate record card and index card may be attached thereto. The communication is again (3) unfolded in the briefing room in order to determine its purport so that the same may be written on the record card, and again the letter is (4) folded so that the brief may be written on the back of the first fold. When received in the card file room of the Mail and Record Division the communication is again (5) unfolded in order to determine its contents so as to facilitate searching the index for prior papers. Under the practice which prevails in that division, dependence is not placed upon the brief on the back of the letter, or the synopsis on the record card. The communication must be (6) folded for the third time before it is transmitted by the messenger service to the division to which it relates. In the relevant division the paper is (7) unfolded for the fourth time to determine its contents and again (8) folded in order to transmit it to the clerk in that division who is to handle it The clerk must (9) unfold the communication for the fifth time in order to determine its subject matter, and in the case of an indorse-

ment (10) fold the communication in order to place the indorsement thereon, or, if the communication is answered by a letter, the correspondence must be folded in order to transmit it by the messenger service to the reviewing clerk. The reviewing clerk must (11) unfold the communication of rthe sixth time, and again (12) fold it for transmission to The Adjutant General. The communication must be (13) unfolded for the seventh time by The Adjutant General if he desires to determine its subject matter, and lastly (14) folded for the seventh time when sent to the files after dispatch of the reply. Does folding and unfolding all the papers received in the office on an average of fourteen times tend to wear them out? The question is its own answer. Under the flat-filing system the communication will be unfolded when taken from the envelope, and remain in unfolded shape throughout its entire handling.

Another cause of wearing out folded papers is their rubbing against the sides of document files each time the file case is withdrawn. With flat filing there are no folds to rub against the sides of the box. Only the unfolded edge of the file is subjected to such rubbing. This abrasion acts upon the edge of the backing sheet which usually projects beyond the edges of the papers in the case, so that the papers themselves are not touched. Even if the backing sheet wears and the papers are subjected to the rubbing against the sides of the drawer, it is only the edge thereof—no writing is obliterated, and there is usually an inch or more of blank paper which can be worn away before the written matter on the document is touched.

A document file may contain a hundred cases. These cases are held securely in the file by the pressure of the follower block, so that the mere pulling out of the file does not serve to move them. But to extract a paper from the file the follower block must be set free, and the papers contiguous to that sought must be moved away so as to make the particular paper accessible. This means that every time any one of the hundred cases in the file is consulted the other 99 are rubbed against the side of the file box in such a manner that the part of each document most susceptible to wear, namely, the folded part, since it presents a rough edge, is rubbed against the side of the box. It is only a question of how much abrasion is necessary to cause the fold to split. Frequently this causes an obliteration of the writing on the inside line of the fold. A wearing away of the hundredth part of an inch at the fold is sufficient to split the paper.

One argument advanced in favor of the continuation of the record card is that it contains notations which show the successive steps taken by clerks and others in connection with the preparation of replies to communication or the collection of information upon which to base such replies, as well as the initials of those responsible for the

several steps taken in handling. These additions to the record, however, can have no permanent value or bearing upon the question of fact in regard to the action of the department itself. Their only value is a temporary one, sometimes useful to determine who authorized certain action. In such case, however, where a succession of officers may have something to do with the preparation of a certain ruling, their knowledge of the matter can be attested by attaching their initials to the carbon copy, which under the recommendations of the commission will constitute the record of outgoing correspondence. This is the practice in some offices of the Government at the present time. Further detail than this in regard to the taking of action covering a case is unnecessary under a reasonable administration of business. In some cases, of course, it is recognized as necessary to retain a memorandum in order to show the reason underlying certain action taken, but in such cases the memorandum could be written on a regular letter-size piece of paper and preserved with the original papers rather than elsewhere. Its importance should cause it to be made part of the original file.

2. *From standpoint of convenience in handling as working material.*—The record cards are all of a uniform size, making a compact file to handle. The original documents are necessarily of various sizes.

One advantageous use that is made of the record cards is to have them serve as the working materials for the preparation of correspondence, in which respect they are employed instead of the original papers. It was found upon investigation that in a large percentage of the cases the record cards served this purpose, and in those cases it was not necessary to consult the original files. It is claimed by the advocates of the record card that the particular parts of the case which become the nucleus of a reply can be reached much more quickly, since the cards record the incoming correspondence in brief form, thus obviating the necessity of reading a complete succession of communications. In some cases it may be quicker to find certain information on the record cards or to read straight matter on the cards than to locate the corresponding information on the original papers or, in fact, to read a file of original papers. From the standpoint of merely reading the matter on the record cards as compared with reading the original documents, there may be a gain in time if the record cards are used. But it is believed that when the other factors, such as the very great expense of making the record cards, their incompleteness, and their liability to inaccuracy, are considered they greatly outweigh the minor one of occasional greater convenience of handling. It is well known that in practice the essential matter of a letter can be determined as quickly by glancing over the letter itself, especially if the pertinent words are underscored, as

by reading a snyopsis of it, which, in fact, is in many cases incomplete and sometimes inaccurate, and in those cases time is lost, since the original communication must be consulted to make up the deficiencies of the record card. In the case of outgoing correspondence the record card, since it contains the letter verbatim, is as long as the letter itself. Detailed argument is unnecessary to prove that the executive or correspondence clerk will take longer to read matter on a card or succession of cards 3½ by 8 inches than to reach such matter on sheets 8 by 10½ inches. With the original papers filed flat, so that they will be very much more accessible and easily handled and read, they will meet every purpose now served by the record cards, and the enormous expense of making record cards will be saved without in any appreciable degree retarding the operations of the office.

3. *Accuracy of the record cards.*—When the record cards are used as the working materials of the office in place of the original documents, the circumstances surrounding their making offer many opportunities for error. In respect of incoming communications, the card is not a verbatim record, but a synopsis, and there is a danger that a vital point of the incoming letter may be overlooked by the recording clerk. As an example of the doubt in regard to the accuracy of the record cards, it may be said that it is the invariable custom when the Secretary of War or the Chief of Staff or The Adjutant General calls for papers filed in The Adjutant General's Office to furnish the original papers. No chances are taken with the record card. This custom is strong evidence that from the standpoint of accuracy the record cards are considered quite inferior to the original documents.

4. *Completeness of the record.*—One reason advanced in favor of the retention of the record card is that it enables the office at all times to have in its possession a synopsis of all incoming correspondence, a large part of which (estimated at about 50 per cent) is outstanding; that is, away from the Office of The Adjutant General. This is due to the method of answering by indorsement on the incoming letter. In cases where it is desired to know the purport of such outstanding correspondence the brief on the record card, it is argued, shows this adequately. In our opinion undue weight is given to this circumstance. Through the retention of carbon copies of the outgoing communications it is believed that the purport of the incoming communications can be easily determined, or so much of it as is necessary to answer the inquiry of the moment. Furthermore, in order to occasion the office embarrassment (which would be only temporary; that is to say, while the papers are outstanding), three things must coincide. First, the inquiry must relate to correspondence which is outstanding; secondly, the inquiry must raise a need

to know the purport of the incoming communication; and thirdly, it must be essential that this information be known speedily. Taking up these matters in order, we narrow the possibility of such an inquiry down to, first, not more than 50 per cent of the correspondence; secondly, experience has shown that when it is desired to know the purport of correspondence with which The Adjutant General's Office is connected it is in nearly every case respecting what action the office has taken, not so much what action has been taken by the field. The importance of the matter is to know what The Adjutant General's Office has done. This information is always in the retained files.

Thirdly, it is only in rare cases, such as sending correspondence to the Philippine Islands, for example, that the original papers will not in regular course of business be returned to the Office of The Adjutant General within a few days.

It is the general practice to reply to correspondence by indorsement, whereas in many cases there is no necessity for the original letter to go back to the office from which it came, and which will have a retained copy (carbon or press) in its files. The Navy Department recently, after a careful study of the matter, issued an order that as a general rule "letters from one office to another will be answered by a separate letter and not by indorsement on the original." This order was designed, as stated in the order itself, "to prevent the practice of having an original letter returned to the writer by an indorsement containing the report or information requested, and having in the indorsement a request for the return of the papers to the office or person to which they were originally sent, as this procedure necessitates increased clerical work in copying the indorsement and requires the papers to be mailed three times. If the original letter is answered by a separate letter, each office has a complete record of the correspondence without extra work and the papers are sent through the mails twice instead of three times."

5. *Expense of making record cards.*—The recording clerk must necessarily read the communications carefully in order to frame in his own mind the synopsis of the letter which is placed upon the record cards. This, of course, takes time and occasions considerable expense.

The typewriting of these cards and the index cards, including the recording and indexing referred to under the next recommendation, engages the services of 46 men 85 per cent of their time, at an aggregate annual cost of $49,300; so that this operation, together with the operation of briefing referred to in the previous paragraph, occupies for their entire time the activities of 46 clerks at an aggregate annual cost of $58,000. This estimate only takes into account the salary cost for making out the record cards and does not take into consideration

the time spent in initialing authority on the cards, using them for working memoranda and for interdivisional correspondence, so that the cost for originally making the record cards will be entirely saved without any substitution of work in another direction.

The materials used are cards 8 inches long by 3½ inches wide and the records thereon is written across the width. These cards cost $40 to $136 a thousand and it is estiuated that 1,050,000 cards are used annually for recording purposes.

6. *It is recommended that the indexing of correspondence requesting statements of military service be discontinued.*

Another matter which has impressed us as being surrounded by an unnecessary amount of detail is the recording and indexing of correspondence requesting statements of military service of individuals who served in previous wars. The records themselves are filed alphabetically by military organizations, and are so well indexed and cross referenced that it is almost impossible to have a call for a particular individual, even if the spelling of the man's name is not exactly accurate, which will not result in finding the papers desired. Partial information will nearly always suffice in finding pertinent papers, due to the excellent system of cross referencing and cross indexing names under various spellings.

With one exception, practically the only purpose served by the index card is to enable the tally clerk of the Mail and Record Division to determine at any time what cases are under consideration in the office and how long a period has elapsed since receipt of each.

If inquiry is made in regard to a case concerning which action is pending, the tally clerk can inform the inquirer just how long the case has been under treatment. The tally clerk can also keep track of all cases which have been held on desks a given time, and this deters clerks from unduly delaying action. If this tally were discontinued, it is urged, there would be no check upon clerks who delayed cases other than such as might come to the attention of signing officers when the reply to the communication was finally made. We believe, however, that such delays would quite likely be brought to the attention of the signing officer, and that this would suffice to deter correspondence clerks from delaying their work. The discontinuance of the tally would not, in our opinion, have the effect of causing a general slowing up in the work of the office. Habitually slow work on the part of a clerk or undue delay in handling cases from time to time would be sure to come to light, when corrective measures could be applied.

The exception referred to is in regard to 180,000 cases of military records, where the fact of furnishing to the auditor or Commissioner

of Pensions statements of military history has not been entered on the jacket containing the records themselves. The necessity is recognized of there being some safeguard to prevent the auditor or Commissioner of Pensions paying a claim twice, and the system now existing in The Adjutant General's Office has provided for the notification of those officers when it was disclosed that a statement of military history had been previously furnished in a particular case. The index card serves the purpose in these cases of supplying the record cards where the statement of previous furnishing of military history is indorsed. As these military organizations are definitely known and the index cards are preserved in a special file, it is recommended that this file be not disturbed until opportunity shall be had to indorse the same information on the flap of the jacket pertaining to these organizations as has been indorsed in all other cases.

Requests for military history are received to the extent of 400 cases a day; consequently a like number of record cards are being made daily, although it is rare that they are consulted; in fact all the information which serves as the working materials in this office is contained in the document files. The uselessness, to our mind, of the index and record cards in these cases where the papers concerning the individuals are so well filed, classified, indexed, and cross indexed, of themselves, may best be illustrated by this analogy: Assume that this office maintained the only dictionary available and that other offices had to direct their requests to it whenever they desired a word defined. As fast as these requests were received this office entered on record cards the name of the individual making the request, the word to be defined, and also the definition, so that in case future requests should be made for a definition of the same word it would be available by consulting the card, and it would not be necessary to go to the dictionary. The instant query is: "Why not go to the dictionary in each case?" Time would be saved thereby, and it is of no importance to know whether the same word has been defined before.

The personal records in this office of individuals who served in the war are similar to the dictionary. They are well filed and well indexed; information can be obtained more quickly by consulting the records direct than by any other process; and it is quite immaterial from every standpoint of importance whether the information in regard to the individual has been previously furnished or not. While time is being wasted looking up the index and record cards the papers themselves could be found and the requisite information supplied.

Practically the only purpose of making the index cards seems to be to provide against a situation where a second request is received for the military history of the same individual, in which cases, un-

less appropriate safeguards are employed, there is danger of the Pension or Auditor's Office paying a claim the second time.

Occasionally, that is to say, several times a day, as we are informed, a request is made by the auditor or by the Commissioner of Pensions to furnish military information in regard to a particular individual, and it is disclosed, upon examination of the record cards or the original documents themselves, that like information has previously been furnished. An entry of this nature either on the record cards or the documents immediately raises a presumption that the claim may already have been paid to the same individual, perhaps under a slightly different name, and in such cases it is the practice of The Adjutant General's Office to notify the office making the inquiry.

This notice serves as a warning which causes additional scrutiny on the part of the office making the inquiry to provide against paying the same claim twice. The record of the fact that a statement of military history has been previously furnished is contained on both the record cards and the flap of the envelope containing the statement of history cards, so that the discontinuance of both the index and record cards would still leave effective the safeguard provided by the entry on the flap of the jacket. In about 180,000 old cases, however, this reference has not been entered on the file jacket in the Regimental Records Division. These cases are definitely known by military organizations, and we recommend that at such time as may be convenient the recording on the jackets of the same information in relation to the furnishing of statements of military history as is now indorsed on the other jackets be undertaken. Until that can be done it will be necessary to retain the index cards pertaining to these cases, which are now kept in a special file, apart from the index cards relating to other cases, and search them as each case relating to these particular organizations is received to ascertain whether previous like information has been furnished. It will further aid the office of the auditor and the Commissioner of Pensions if the claim number can also be indorsed on the flap of the jacket when the information is furnished, not only in respect of the cases just under discussion, but in connection with all cases where statements of military history are furnished. Such entry will facilitate locating the record of previous payment.

7. *It is recommended that press copying be discontinued and carbon copies be used in lieu thereof.*

This recommendation is in accord with a general recommendation of the commission contained in Circular No. 21.

The commission believes that from the standpoint of permanency, economy, and adaptability to the work of The Adjutant General's Office the advantage lies with the carbon copy. The only factor

which can be pressed as apparently favoring the press copy is that of authenticity.

The question of authenticity naturally divides itself into two parts: (1) The conditions under which copies produced by either method may be introduced into court as evidence; and (2) the means which are taken to make the copy an authentic record, so that future administrative action may be taken with confidence when the carbon-copy record is a factor.

In regard to the evidential value of copies of letters it is a well-settled rule of law that the press copy is but secondary evidence, introducible in court only upon notice to the other side to produce the original, or upon satisfactory explanation as to why the original is inaccessible.

The press copy is under no circumstances regarded as a duplicate original. By the overwhelming weight of judicial authority, however, the carbon copy, being made by the same process and at the same time as the original, is regarded as primary evidence, and therefore introduceable as such without notice to the other side. (In this connection see Appendix III, which contains a brief on the legal aspect of the carbon copy as compared with the press copy.)

The advocates of the press-copy method advance the argument that every press copy necessarily has the signature, whereas the carbon copy is usually blank in this regard. The fact that the signature may be missing in the carbon copy, however, is immaterial, so far as the admissibility of the copy as evidence is concerned, since the fact and identification of signature must in every case be established by collateral evidence.

This leaves only the question of whether the process by which the copy is produced tends to make it an accurate copy of the original. As a matter of fact, however, the weight which a copy is given in court depends upon the degree of assurance furnished that it is a true and correct copy of the letter alleged to have been sent, and that the letter of which it is a copy really was sent. This assurance depends upon whatever system of checking up, initialing, etc., may have been employed, rather than upon the method by which the copy was produced. Authenticity of the carbon copy is largely controlled by administrative safeguards. Rules should be adopted to provide that when any change in an original is made the corresponding change must immediately be made in the carbon. It is only a matter of care, which is necessary in producing the carbon copy, to make certain that it is an accurate copy of the original.

In considering the question of authenticity it should be borne in mind that those cases in which the authenticity of a copy of a letter is brought into question are extremely rare, the cases where a copy is used as evidence in court infinitesimal, and in both cases the chances

are that the original could be readily obtained. When it is considered that at least three-fourths of the correspondence emanating from the executive departments is in the class known as service correspondence—that is to say, correspondence originating in and destined for an office of the Government—it will be readily seen how easy it would be in such cases to obtain the original document if it were needed.

If the universal practice of business concerns, and the practice of very many offices of the Government, where the press copy has been supplanted by the carbon copy, have any weight, they should constitute a refutation of the argument that embarrassment will result from the employment of the carbon copy only.

A change in office practice is not usually made until a careful consideration and study has shown that the existing practice can be improved. Surely the combined opinion of those in charge of the various divisions where press copying has been abolished and the fact that since making the change in no instance has a return been made to the press copy should have very great weight in the determination of the relative merits of the two processes.

The reasoning of those who claim the carbon copy is not an authentic record proceeds from the false theory that careful business practice requires provision against every embarrassment which an active imagination might conceive. It is easy to picture a possible contingency under which a mistake in the carbon copy might cause considerable embarrassment, but this, we submit, is not the reasonable view to take. If the clerical operations of the Government were carried on so as to provide against every contingency, no matter how remotely possible it might be, the work of the Government would simply be clogged up with records and checks, and its affairs could not be carried on at all. We do not believe in the remote exception controlling the system of an office. It would be better to suffer some slight embarrassment once every year or two than to be embarrassed every day by a cumbersome system in the endeavor to provide against something which may never happen.

8. *It is recommended that the present practice of preparing a first draft of each outgoing communication on 3½ by 8 inch record cards, and after approval of the draft writing a second and final draft for signature, be discontinued, and that hereafter the correspondence be prepared on sheets 8 by 10½ inches ready for signature, with sufficient carbon copies for record purposes.*

Under the existing practice substantially all outgoing letters and indorsements are written twice; the first copy, written on the record card, constituting the record of the outgoing correspondence, and the

second the final draft of the letter in form for transmission to the addressee.

It is not believed that this practice exists in any other department of the Government. The fact of its being out of date and cumbersome came so forcibly to the attention of the Navy Department a few months ago that the slip indorsement was discontinued by executive order, and the present practice is to write all indorsements and communications on sheets of paper 8 by 10½ inches in size. In this practice rests undoubtedly one of the greatest factors of expense in the preparation of the outgoing correspondence of The Adjutant General's Office.

Executive and correspondence clerks who must consult files where the communications therein are written in the form of indorsements lose a great deal of time in scrutiny of such papers, and in following the trend of a case containing a large number of indorsements. Time is lost in turning the pages and locating the indorsement next in order after the letter; a long indorsement is difficult to write and to read, owing to the small size of the paper; anything inclosed, such as a copy of a letter, can not be inserted at the proper place so as to be read in regular sequence; much time and material are expended in pasting indorsements on paper; and after they are once attached it is difficult to detach them in order to make corrections. As an illustration of the saving to be effected by writing letters or indorsements on letter-size sheets, the Navy Department recently experimented with a file of correspondence containing 46 indorsements. The matter in this file was rewritten on letter-size sheets, arranged in the order in which the various indorsements would appear if the system recommended in this report were enforced. The papers were then placed in the hands of one of the departmental employees of high grade with instructions to read the copy first and afterwards the original, keeping a record of time consumed. The copy was read in 27 minutes and 15 seconds, while the original required 41 minutes to read. This did not involve any study of the subject matter but simply the bare reading.

The Navy Department has already, by executive order, put into practice throughout the service a system of writing indorsements on letter-size sheets. By writing the first draft of the letter or indorsement in duplicate by the carbon process in form for signature, which is the almost universal practice in other departments, the communication itself, as well as the record thereof, would be made at the same time. This would save both the labor now spent writing the letter or indorsement the second time, as well as the time consumed in comparing the first draft with the final draft.

A very great improvement would result from adopting a system of indorsements written on full letter-size sheets, without pasting to

the first letter, but following as the last page of the correspondence. Several short indorsements could be placed on one sheet if desired, to save paper, without interfering with previous indorsements or the making of carbons. Inclosures could thus follow the indorsements to which they pertain and later indorsements follow earlier indorsements in order. Stamped indorsements could be placed at the bottom of a sheet bearing prior indorsements. Thus all papers would be face up and in regular order on sheets of uniform size and all pages could be turned and read like a book. This system of writing indorsements on full-size sheets, of course, facilitates flat filing, and makes unnecessary the practice of briefing letters on the back.

9. *It is recommended that the forms used in conducting correspondence within The Adjutant General's Office be revised, so as to provide for placing thereon the working data collected in connection with the preparation of military service and other statements.*

The present record card system stands in the way of many improvements in methods of handling and filing correspondence. One of the most important of these, and one to which the nature of the business of The Adjutant General's Office lends itself peculiarly, due to the fact that correspondence between divisions of the office is had on a large scale, is the failure to make use of the abbreviated form of communication. This situation exists to such great extent that a change in method would result in a very material saving, and make possible a considerable reduction in the clerical force.

It is recognized that there is some data placed on the record card which has temporary use. Obviously, it is essential to preserve, until the communication is answered, all data secured in different divisions of The Adjutant General's Office, which go to make up the reply furnishing a statement of the military history of a particular individual. As a substitute for the record card, we therefore recommend that the forms used by the Commissioner of Pensions and the Auditor for the War Department in making requests for statements of military history, have a space reserved for interdivisional correspondence and memoranda made in The Adjutant General's Office, such as is now placed on the record cards.

The greater part of the correspondence of The Adjutant General's Office necessitates the furnishing of statements of military history of individuals who served in the Army of the United States.

Over 60 per cent of the cases requesting statements of military service are disposed of by an examination of the records in the Regimental Records Division, without any communication with other divisions of The Adjutant General's Office for the purpose of com-

piling data necessary to the reply. In such cases the only data placed upon the record card is a statement that the information has been furnished—usually the words "S. made."

In the remaining 40 per cent the preparation of the statements necessitates the referring of papers and requests from one division to another in this office in order to secure from files located in scattered divisions the information necessary to prepare the final reply. The vehicle at present employed for internal correspondence and the transmission of informal memoranda in connection with the building up of cases is the record card, which is transmitted with the incoming correspondence from one division to another. While the communications and memoranda placed on these record cards are usually written in brief terms, it is not believed that advantage has been taken to the fullest extent of the abbreviated form of internal correspondence in this office. An examination of a large number of record cards in the Mail and Record Division discloses that a considerable part of the internal memoranda and requests placed upon the cards fall into a few well-defined classes; so few, indeed, that it seems to us quite practicable to devise a form which shall have printed thereon not only the names of the various divisions to which reference may be made, but also a list of the requests made by one division of another, with a blank space for such unusual or additional memoranda as may be necessary in a particular case. By the use of such a form most of the cases could be handled by merely checking the division to which the correspondence or request is to be sent and indicating by check mark the nature of the request which is to be fulfilled.

In recognition of the advantage to be obtained by the use of forms in conducting correspondence where it falls into a small number of well-defined classes, the Office of The Adjutant General, in cooperation with the Office of the Auditor for the War Department and the Commissioner of Pensions, has devised certain forms which are employed in communicating the request from the two offices last mentioned and the War Department and placing the reply of the War Department upon the same form, and sending it back to the auditor or Pension Commissioner for final filing. By this means considerable writing is avoided and fewer papers go into the files. We believe, however, that it is possible to go a step further. The various memoranda and interdivisional correspondence undertaken by the office of The Adjutant General in preparing or collecting data necessary to a reply in the case, which finally are placed upon the form, and which in most cases are merely a duplication of the memoranda already collected in various offices and placed upon the record cards, we believe, could just as well and much more quickly be placed on the

form itself, without either defacing the form or causing embarrassment to the office of the auditor or Pension Commissioner.

There is also a considerable amount of correspondence in The Adjutant General's Office which is based upon other matters than those connected with the offices of the Auditor for the War Department or the Commissioner of Pensions. Every week thousands of letters in identically the same form, generally not more than a sentence or two in length, are prepared in The Adjutant General's Office. In order that the system of keeping records may be preserved, these perfunctory letters are drafted in longhand on the card and afterwards typewritten as a communication. Under modern procedure a check mark or a word or two on a form would suffice to maintain the same results as are now secured by the more elaborate method.

It is the custom in many offices of the Government, as well as in most commercial concerns, where incoming correspondence or reports have to be made the subject of routine corrective action, to group the errors upon forms, so that the report or correspondence may be returned to the writer with the form attached so checked as to indicate the nature of the error or the corrective action which must be taken. As a rule the only clerical work imposed upon the correspondence clerk who has this class of work in hand is to note by check mark the paragraph which is pertinent to the particular case. A representative case will illustrate the applicability of a form. In the Rolls Division several clerks are employed in examining enlistment papers. An examination of the work disclosed the fact that at least 90 per cent of the errors which necessitated correspondence fall into 15 classes, among which may be stated the following:

1. Omission of the street and house number.
2. Declaration not signed.
3. Corrections made by officers on the enlistment blank but not certified to by them.
4. Difference in name as shown by signature as entered by officer.
5. Record of enlistments not filled in.
6. Consent of minors not filled in or signed.
7. Conflict of dates.
8. Conjugal condition not shown.

Taking the second class of errors, where the declaration was not signed, the clerk examining the enlistment papers writes on a record card the file number and the name of the person who applies for enlistment and then drafts a formal letter on the record card to the effect that the declaration was not signed. This card goes to the engrossing clerks, where a letter is written from the draft. Nearly all the time thus consumed could be saved in this case by the use of a form setting forth the above numbered items and checking the particular items to show the nature of the error. Thus a check mark would serve all the purposes of a communication.

This practice is followed by very many concerns. For example, the Continental & Commercial National Bank of Chicago makes use of a slip containing over 60 items which are attached to checks returned to the bank upon which they are drawn, the reasons for such returns being indicated by a check mark at the left of the pertinent items.

10. *It is recommended that a code of symbols be used for the greater part of the correspondence between the divisions of The Adjutant General's Office in connection with the collection and preparation of data relative to statements of military service.*

The interdivisional correspondence referred to in the preceding section of this report is frequently of such a simple and oft-repeated character that it would not even be necessary to make use of a form; but a symbol to denote the nature of the request could be written on the body of the incoming letter itself, and the reply, likewise in the form of a symbol, could be also written on the communication.

Under present practices, the internal request and the answer (without taking into account any special information which may be indorsed upon the record card) average from 20 to 25 words in each case. In our opinion this method is cumbersome, especially in view of the fact that the major part of the requests fall into six definite classes, as follows:

1. Requests to Tenth Street Division to furnish all military service cards.
2. Requests to Tenth Street Division to furnish personal descriptions.
3. Requests to Sanitary Division of Surgeon General's Office for medical record.
4. Requests to Medical Division for statement of disability at time of enlistment.
5. Requests on room 452–a for any previous papers.
6. Requests on room 457 for medical papers.

For these cases a shorthand method of communication should be adopted. Where hundreds of communications a week in identically the same language are passing from one division to another in The Adjutant General's Office—over and over again the same request, and over and over again the same reply—it is a pure waste of energy to write such communications out in full, or in any way but the briefest code form.

It is customary in many large offices where internal requests and directions are issued in large numbers to employ abbreviations or symbols for those which are repeated many times a day. Such abbreviations save time in writing as well as effect an economy of thought on the part of the clerk or executive handling the case. It is far easier and quicker to think and write "S. C." than to compose in

the mind and write "Tenth Street Division: Please send all service cards."

Without undertaking to say what kind of symbols should be employed, it is deemed proper to point out the practicability of the following method. The six requests above referred to could be codified as follows:

"S. C." for request to Tenth Street Division to furnish all military service cards.

"P. D." for request to Tenth Street Division to furnish personal description.

"M. R." for request to Sanitary Division of the Surgeon General's Office for medical record.

"S. D." for request to Medical Division for statement of disability at time of enlistment.

"P. P." for requests on room 452a for any previous papers.

"M. P." for requests on room 457 for medical papers.

Taking a representative case, one of a class which amounts to 50 per cent of the total number of internal requests, for example, the class first above mentioned, the following is a comparison of the writing done under each process:

Present practice.	Proposed practice.
TENTH STREET BRANCH: Please furnish all cards. JOHNSON, Per H. A. S. "All cards (S) herewith." F. B. C., by H. R. S.	S. C.—8.

The above request is made many times every day, and in our opinion a symbol is sufficient to convey to the Tenth Street branch the fact that the cards are desired. If a code were adopted, the simple writing of the letters "S. C." on the communication of request would be sufficient to indicate that it is to be taken by the messenger service to the Tenth Street branch and to inform that branch that all the cards in the case are desired. And in replying all that it would be necessary to write in transmitting the cards would be a figure indicating the number of cards transmitted. Thus a letter and a figure would serve the purpose of the indorsement to and indorsement from now written on the record card, consisting, as in the above example, of 23 words written with pen.

It is contemplated that the above symbols shall be written on the incoming communication itself. It does not deface the communication, and while its meaning may not be understood by the person asking the War Department for the information and to whom the communication is finally returned, that should in no sense be regarded as an objection to the short method.

In some cases it will be more practical to have a space arranged on the form used by the auditor and the Commissioner of Pensions

which will provide for the insertion of the symbols of request and reply and also provide for the insertion of any additional data necessary to complete the case. Objection has been raised by representatives of The Adjutant General's Office that to return this sheet, containing memoranda of interest or meaning to The Adjutant General's Office only, would be a source of annoyance and confusion to the auditor or Commissioner of Pensions; that in view of the fact that The Adjutant General's Office writes its data in regard to the military service of individuals in abbreviated form, intelligible only to those who have had experience in handling this class of matter, it would serve the auditor or Commissioner of Pensions no practical purpose. We do not share this view. This data is of no permanent value to the Office of The Adjutant General and is a pure duplication of the records themselves, which, as stated before and as agreed upon by all sides, are easy of access at all times. So far from this data being a source of annoyance to the auditor's office, we have consulted with certain representatives of that office and they inform us they would rather have the information on the blank than left off, inasmuch as in some cases they could secure more extended information from the memoranda than from the reply which is usually confined in scope to the limit of the request.

Even if there should be found some good reason for not transmitting this data to the office of the auditor or Commissioner of Pensions we would then suggest that this blank for internal memoranda be made detachable from the form and that it be detached after it has served its purpose and either filed with the papers of the case or destroyed. The latter method, however, takes more clerical time and in our opinion is less satisfactory than the former one.

11. *It is recommended that the phonograph be used for the preparation of correspondence.*

The phonograph has been adopted for producing correspondence in many of the offices of the Government and with success. Particular attention is invited to the report on the dictation machine in Circular No. 21, issued by the President's Commission on Economy and Efficiency. In one division of the Post Office Department a trial was had and the result showed that the output of the office could be doubled, or, what amounted to the same thing, the same amount of work could be produced in half the time. As a result of this test the superintendent of the division recommended the purchase of an equipment of dictation machines, stating in his report that upon their installation he would immediately reduce his force by six clerks at a saving in salary cost of over $6,000 per annum.

In our opinion the correspondence of The Adjutant General's Office is particularly susceptible to production by means of the voice writing machines. There is no special condition which presents itself to our mind which would interfere with a successful use of the dictation machine in this office. In fact such peculiarities and differences in method of conducting correspondence as exist in this office are all in favor of the use of the dictation machine. Most of the correspondence of the office falls into well-defined classes and but a very small part is technical or difficult. It rests in large part upon well-founded precedents. In fact the correspondence is of such large volume that many communications are produced which are not much more than circular letters, but due to certain variations in facts it is necessary that they be prepared in the form of typewritten communications. For this class of correspondence the dictation machine is an ideal device. There is no reason to doubt that a substantial economy in producing correspondence could be accomplished if dictation machines were installed throughout the Office of The Adjutant General.

B. THE FIVE-MINUTE MAIL MESSENGER SERVICE.

The messenger service in The Adjutant General's Office is effective, but it is adapted to the folded filing system, which necessitates a large number of unnecessary motions on the part of correspondence clerks, such as folding communications to place them in the mail jackets, as well as unfolding them for consultation after removing them therefrom. It further necessitates selecting from a file of jackets arranged in numerical order the particular jacket desired, and in the case of incoming correspondence of refiling the jacket in its proper numerical order.

In a memorandum signed by The Adjutant General under date of June 5, 1912, the objection was made that the arrangement of the correspondence on a flat filing basis would seriously disrupt the present messenger service, if not entirely destroy its effectiveness. This statement is undoubtedly based upon a misapprehension of what is comprehended by the term "messenger service." In our opinion, a messenger service includes not only the transportation of correspondence and other papers by the employees of that service, but also the arrangement of correspondence and papers in form for dispatch, as well as the withdrawing of correspondence from the incoming mail box and arrangement in form for consultation. An analysis of the messenger service would be incomplete if it did not give consideration to these two features of the work performed by executives and correspondence clerks.

Under the present practice executives and correspondence clerks must do three things before they can either handle a case or dispose

of it physically, whereas under the method proposed the only thing they need do to pick up a case is to take it out of the mail basket, and to send it to some other office it is only necessary to throw it in the basket.

In order to relieve the clerks of this material amount of work performed in connection with the messenger service we recommend the discontinuance of the mail jacket in all cases of interchange of memoranda between divisions of The Adjutant General's Office, since the address or symbol on the correspondence itself will indicate where it should be taken. This will require a little extra care on the part of the messengers in order to preclude the possibility of correspondence being carried to an office for which it is not designed, but the saving of time on the part of correspondence clerks and executives will more than offset the additional time spent by the messenger. The argument may be made that the jacket is necessary to protect the papers as well as facilitate their transportation. It must be remembered, however, that under the flat filing system the papers pertaining to one case will all be fastened together and protected by a sheet of strong backing paper or cardboard so as to be free to a large extent from the handling incident to the folding and unfolding of such papers under the present folded filing system. One of the principal purposes for which the jacket is designed is fulfilled in a higher degree under the flat filing system by the protection which the stiff backing sheet affords to the correspondence.

Instead of the box as at present used, it is believed that the messenger should have a bag with compartments therein so as to provide for the mail stations of The Adjutant General's Office. When the messenger passes through a particular division it would not be difficult for him to select from the compartment pertaining to that division the correspondence for particular desks without having them subdivided in his mail bag.

The above changes save to the correspondence clerks the motions of selecting the proper jacket from the box and putting the inclosure in it, and in the case of incoming mail, taking the inclosure out of the jacket and placing the jacket in its proper place in the file box.

It is not believed that the flat filing system will require an increase in the messenger force. Instead of disrupting the service, or even retarding it, we believe that at least 50 per cent of the matter now carried by the messenger service will be eliminated, due to the consolidation of certain divisions of The Adjutant General's Office, which will make unnecessary the transportation of matter between those divisions. The force as at present constituted is not under any pressure; in fact, the messengers are expected not to sacrifice care and attention to haste.

For purposes of comparison there follows a description of the steps taken under the present method in relation to the largest part of the correspondence of The Adjutant General's Office, namely, requests from the Commissioner of Pensions and from the Auditor for the War Department for statements of military service, as contrasted with the steps which would be taken under the proposed procedure.

BY EXECUTIVE OR CORRESPONDENCE CLERK.

Steps taken under existing practice.	Steps to be taken under proposed practice.
1. Takes mail jacket containing communication out of box.	1. Takes correspondence out of basket.
2. Removes communication from jacket.	
3. Lays jacket aside.	
4. Unfolds communication.	
5. Makes following indorsement on record card: TENTH STREET BRANCH; Please furnish all cards. W. J. J. by W. E. B.	2. Writes following in space called "Internal memorandum"; "S. C."
6. Folds communication.	
7. Selects proper jacket from his box file.	
8. Places record cards and communication in jackets.	
9. Thows jacket in out box, whence collected by messenger and carried to Tenth Street Branch.	3. Throws correspondence in basket, whence collected by messenger and carried to Tenth Street branch.

BY CORRESPONDENCE CLERK IN TENTH STREET BRANCH.

10. Takes jacket out of box.	4. Takes correspondence from basket.
11. Removes correspondence and record card from jacket.	
12. Lays jacket aside.	
13. Unfolds communication.	
14. Procures cards from files.	5. Procures cards from files.
15. Attaches cards to correspondence.	6. Attaches cards to correspondence.
16. Writes on record card the following: "A. G. O.": All cards (8) herewith. A. B. C. by K. J. L.	7. Writes following in "Internal Memo.": "8"
17. Folds communication.	
18. Selects proper jacket.	
19. Places record cards and correspondence in jacket.	
20. Throws jacket in out box, whence collected by messenger and carried to State, War, and Navy Building.	8. Throws correspondence in basket, whence collected by messenger, and carried to State, War, and Navy Building.

BY CORRESPONDENCE CLERK IN STATE, WAR, AND NAVY BUILDING.

21. Takes jacket out of box.	9. Takes correspondence from basket.
22. Removes correspondence from jackets.	
23. Lays jacket aside.	
24. Unfolds communication.	
25. Writes on form statement of military history.	10. Writes on form statement of military history.
26. Folds communication.	
27. Selects proper jacket.	
28. Places correspondence in jacket.	
29. Throws jacket in out box.	
30. Throws record cards in basket for filing.	11. Throws correspondence in basket.

It is estimated that the messenger service collects and delivers 10,000 pieces a day. This means that 10,000 times a day, in order to send a piece of matter from one office to another, executives and correspondence clerks must take the correctly numbered jacket from the file case, place the document in the jacket, throw the jacket in the box, and with incoming matter take the jacket out of the box, withdraw the paper and file the jacket in its proper place or return it to the box for transmission to the office whence it came.

An examination of over a hundred cases among various correspondence clerks has shown that to take a case which has been delivered by a messenger service out of the jacket and place it in an unfolded condition ready for reading by the clerk takes on an average 10 seconds. To prepare a case for transportation by the messenger service, that is to say, fold it up, place a rubber band thereon, and put it in a jacket, takes on the average about 7 seconds. So that the total time consumed on the average case is 17 seconds. There are more than 10,000 cases transported by the messenger service daily. Thus 170,000 seconds or 472 hours are consumed by correspondence clerks in connection with the messenger service each day, over and above the amount of time which would be consumed by clerks in throwing into a basket or taking out of a basket cases which they are working. This possible saving in time is equivalent to 6.7 clerks working 7 hours a day, or approximately $9,000 per annum, whereas the total salary cost for the 12 messengers is but $8,400.

C. DEFECTS AS SHOWN BY COMPARISON OF PRESENT WITH PROPOSED METHODS OF HANDLING AND FILING CORRESPONDENCE—ILLUSTRATED BY MEANS OF SELECTED CASES, OUTLINES, AND CHARTS.

In this section of the report it is undertaken to show, first, the multitude of operations and processes now followed in handling correspondence in the Mail and Record Division from the time the mail is received until it is dispatched to the relevant division as compared with the operations necessary upon the adoption of our recommendations; and secondly, the steps and processes followed by several representative cases from the time they are received in the relevant divisions until they are sent to the Mail and Record Division for filing, as compared with the procedure under proposed methods.

In order to get an idea of the various steps taken in handling correspondence from the time it enters the office until it is disposed of, several representative cases have been selected at random and are described in this section in detail.

Under the recommendations of the commission, the entire processes of briefing and recording will be eliminated, indexing reduced to a merely nominal matter, and reviewing card records, filing index

cards, and making file jackets will be eliminated. The methods of handling correspondence will thus be very greatly simplified.

The salary expense of the Mail and Record Division will be reduced from $136,000 per annum to $47,000 per annum, and the average cost of routine processes in connection with the handling of correspondence will be reduced from $174.36 to $60.07 a thousand communications received. While this effects a very material saving, it may be mentioned that the average will still be considerably higher than that sustained in large railroad and industrial corporations, where modern methods have been installed for a number of years, and experience has facilitated simplicity.

The following outlines are intended to compare the multiplicity of processes under the present system, with the simple and direct method recommended. They show the course taken by each of the three representative classes of correspondence in the Mail and Record Division, and set out the various steps from the time the communication is received at the department until it is dispatched to the relevant division. These three classes are:

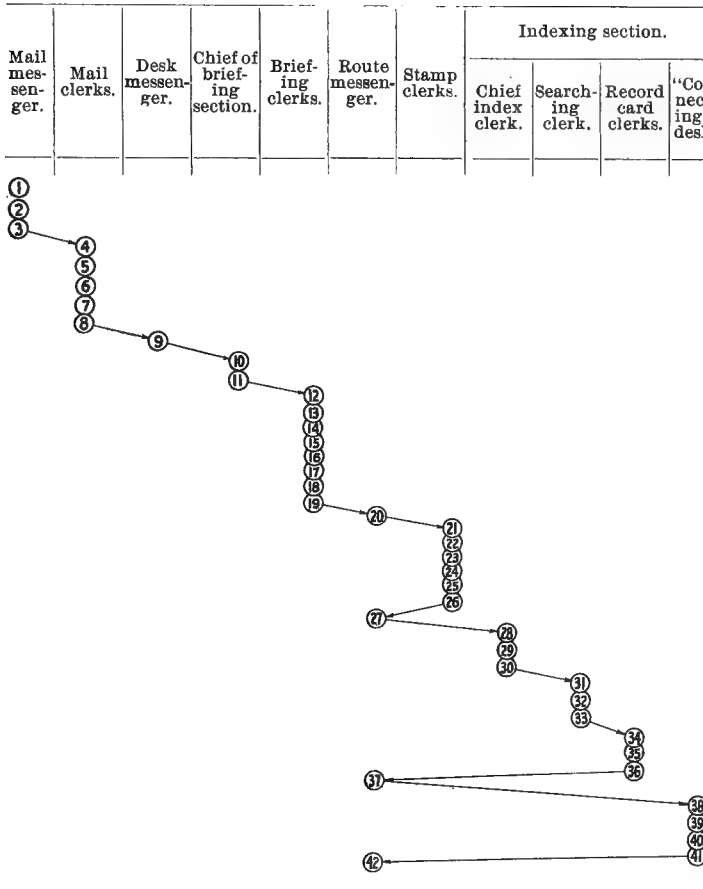
(1) New cases.

(2) Received backs (that is to say, a *reply* to a communication).

(3) Additionals (that is to say, another communication on the same subject but *not* a reply).

PRESENT SYSTEM.

CHART SHOWING ROUTE, IN THE MAIL AND RECORD DIVISION, OF LETTERS REQUESTING STATEMENT OF MILITARY SERVICE, AND LETTERS FROM THE STAFF DEPARTMENTS OF THE ARMY AT LARGE—"NEW CASES."

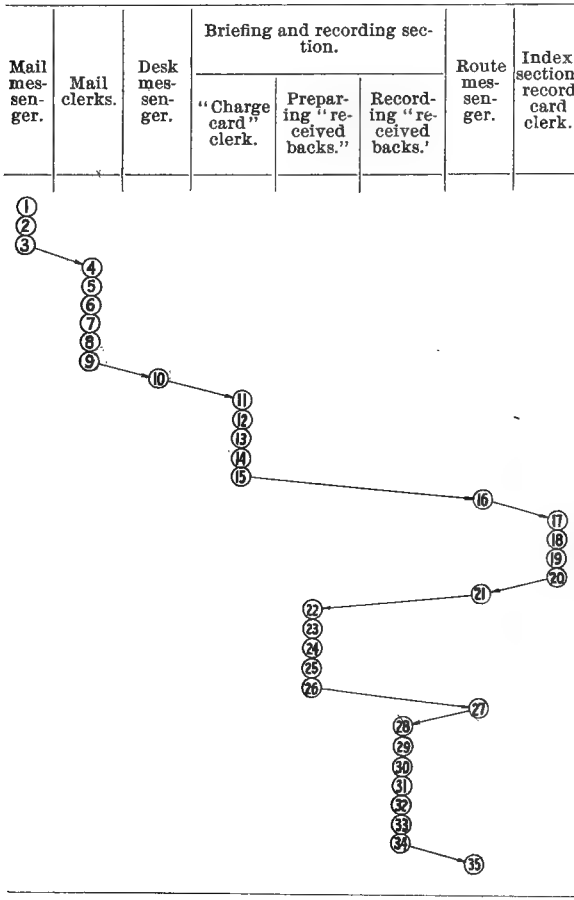


Explanation.

1. Receives.
2. Cuts envelope or wrapper.
3. Delivers.
4. Takes out contents.
5. Examines.
6. Attaches record cards.
7. Notes time.
8. Throws in box.
9. Delivers.
10. Examines.
11. Distributes.
12. Examines.
13. Writes record card.
14. Writes index card.
15. Writes cross-reference card.
16. Writes duplicate index card.
17. Notes time.
18. Initials.
19. Throws in "out" box.
20. Delivers.
21. Stamps communication.
22. Stamps record card.
23. Stamps index card.
24. Stamps cross-reference card.
25. Stamps duplicate index card.
26. Throws in "out" box.
27. Delivers.
28. Receives.
29. Examines.
30. Distributes.
31. Searches index.
32. Writes charge card.
33. Throws in "index box."
34. Searches prior record cards.
35. Attaches prior record cards.
36. Throws in "out" box.
37. Delivers.
38. "Connecting" desk.
39. Examines.
40. Notes file number.
41. Throws in "out" box.
42. Delivers.

PRESENT SYSTEM.

CHART SHOWING ROUTE, IN THE MAIL AND RECORD DIVISION, OF A "RECEIVED BACK" CASE.

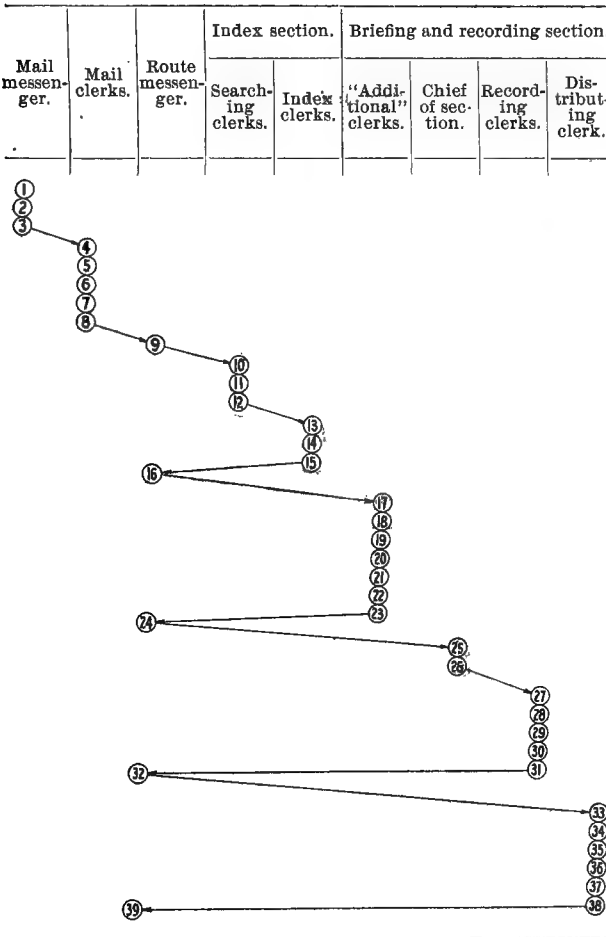


Explanation.

1. Receives.
2. Cuts envelope or wrapper.
3. Delivers.
4. Opens.
5. Examines.
6. Stamps.
7. Notes time.
8. Inserts in jacket.
9. Throws in "out" box.
10. Delivers.
11. Examines.
12. Writes charge card.
13. Writes tally card.
14. Inserts in jacket.
15. Throws in "out" box.
16. Delivers.
17. "Calls off" record card.
18. Attaches record card to paper.
19. Inserts charge card in files.
20. Throws in "out" box.
21. Delivers.
22. Examines.
23. Stamps.
24. Notes time.
25. Numbers inclosures.
26. Throws in "out" box.
27. Delivers.
28. Records.
29. Examines for omissions.
30. Stamps.
31. Separates case from tally card.
32. Notes time.
33. Inserts in jacket.
34. Throws in "out" box.
35. Delivers.

PRESENT SYSTEM.

CHART SHOWING ROUTE, IN THE MAIL AND RECORD DIVISION, OF "ADDITIONAL" CASES.



Explanation.

1. Receives.
2. Cuts envelope or wrapper.
3. Delivers.
4. Opens.
5. Examines.
6. Notes time.
7. Inserts in jacket.
8. Throws in "out" box.
9. Delivers.
10. Searches index.
11. Writes charge card.
12. Throws in "index" box.
13. Attaches record card.
14. Places charge card in file.
15. Throws in "out" box.
16. Delivers.
17. Examines.
18. Stamps communication.
19. Stamps record card.
20. Prepares tally card.
21. Notes case number on paper.
22. Notes time on record card.
23. Throws in "out" box.
24. Delivers.
25. Examines and instructs.
26. Distributes.
27. Examines.
28. Records.
29. Writes index card.
30. Notes time.
31. Throws in "out" box.
32. Delivers.
33. Examines.
34. Stamps.
35. Notes time.
36. Separates case from tally card.
37. Jackets case.
38. Throws in "out" box.
39. Delivers.

PROPOSED SYSTEM.

OUTLINE SHOWING ROUTE, IN MAIL AND RECORD DIVISION, OF CASES FOR WHICH NO SEARCH FOR PREVIOUS PAPERS IS NECESSARY.

Mail messenger.	Mail clerks.	Route messenger.	Explanation.
1, 2, 3	4, 5, 6, 7	8	1. Receives. 2. Cuts envelope or wrapper. 3. Delivers. 4. Takes out contents. 5. Examines. 6. Receives stamps. 7. Throws in distributing box. 8. Delivers to relevant division.

PROPOSED SYSTEM.

OUTLINE, SHOWING ROUTE IN MAIL AND RECORD DIVISION OF CASES FOR WHICH SEARCH FOR PREVIOUS PAPERS IS MADE.

Mail messenger.	Mail clerks.	Route messenger.	File clerks.	Explanation.
1, 2, 3	4, 5, 6, 7	8	9, 10, 11, 12, 13	1. Receives. 2. Cuts envelope or wrapper. 3. Delivers. 4. Takes out contents. 5. Examines. 6. Receives stamps. 7. Throws in box. 8. Delivers. 9. Examines. 10. Searches file. 11. Writes charge card. 12. Attaches incoming letter to case. 13. Throws in dirtributing box. 14. Delivers to relevant division.
		14		

Speaking generally in regard to the practices now prevailing in the preparation of correspondence in the Office of The Adjutant General, it may be said that three principles appear to lie at the foundation of the present system, from which practically no variation is permitted, regardless of the nature of the case or the liability to future embarrassment if certain routine practices were done away with.

These principles are as follows:

(1) Clerks are permitted to have under consideration only one case at a time, and that is disposed of together with the incidental routine for administrative record before a new case is taken up.

(2) All steps taken in connection with a case and the record of the time of each step are noted upon the record.

(3) All directions and matters of authoritative decision are placed upon the record card in order to show responsibility.

A strict observance without variation of the above principles is responsible for the failure to eliminate unnecessary work in cases of routine character. It is not a question in these cases whether embarrassment would likely result in the future from the elimination of routine unnecessary in a particular class of cases, but one of strict observance of a rule which has been laid down for all cases. In this respect correspondence clerks are given no discretion; they simply follow the rule.

In order to give an idea of the various steps taken in handling a piece of correspondence from the time it enters the office until it is disposed of, several representative cases have been selected at random and are hereafter described in detail. There are, of course, many classes of papers handled in The Adjutant General's Office, each of which, however, is treated in the same general way in regard to the work and the processes performed in connection therewith. No effort has been made to secure a case which goes through a roundabout process. Average cases have been selected, and the detailed statement of processes is set forth here to give accurate information in regard to the existing system, and not to hold the office up to ridicule by the selection of isolated and unusual cases.

In the case which is first given as an illustration, we have endeavored to choose one which lies midway between the minimum and maximum of clerical routine. In the method proposed there will actually be eliminated from the routine in connection with the handling of the case in question over 60 per cent of the clerical time spent under the present practice. We have no hesitation whatever in declaring that taking all classes of cases in the Office of The Adjutant General, in so far as their clerical or routine handling is concerned, they can be disposed of at the expenditure of 60 per cent less time than at present. In some cases a check mark will

constitute all the action and clerical work necessary; in others, their complications will necessitate almost as much clerical routine as at present. But on the whole it is well within the limits of conservatism to estimate the saving in clerical routine at 60 per cent for all classes of cases.

Although an illustration of the present method in comparison with the method proposed is lengthy, it is believed it is the best way of forcibly bringing to attention the unnecessary processes which enter into the handling of communications of a perfunctory nature.

To show the successive steps of the progress of a letter in a representative case from the time it is received in the Enlisted Men's Division until action thereon is completed, the following actual case is given:

DISCHARGE FROM ARMY OF PVT. THOMAS J. RENTZ.

On August 2, 1912, Pvt. Thomas J. Rentz, in the recruiting service, stationed at Atlanta, Ga., addressed a letter (through military channels) to The Adjutant General, requesting discharge by purchase in order to take a position in civil life. He wrote the following letter to the department:

RECRUITING STATION, U. S. ARMY,
(3 CARNEGIE WAY)
23 1/2 Whitehall St., Atlanta, Ga., Aug. 2 1912.

The ADJUTANT GENERAL, U. S. ARMY,
Washington, D. C.
(Thro' the recruiting officer, U. S. A., Atlanta, Ga.)

SIR: I respectfully request that I be granted my discharge from the Army by purchase, in accordance with G. O. No. 90, par. 2, W. D., 1911.

I have an opportunity to better my condition by reentering civil life, and I desire to do so as early as possible, as I intend to get married, and my present pay is not sufficient to support a wife.

I am offered a position with Story & Clark Piano Co., of this city, at a salary of $75.00 per month, with a good chance of promotion, as you will see by letter enclosed from the above-named firm.

My prior service is as follows: 3 years 102nd Co., C. A. C. My present enlistment expires April 25, 1914.

Very respectfully,

THOMAS J. RENTZ,
Private G. S. Infantry.

The enlisted man's commanding officer approved the request by indorsement on the back of the communication applying for discharge, the file number of the recruiting office at Atlanta was placed on the back of the first fold, and the subject of the letter briefed, in accordance with Army Regulations. The following appears on the back of the communication:

File with 1631953. Rec'd Atlanta, Ga. Aug. 2, 1912. 5892.
Atlanta, Ga., August 2, 1912.
Adjutant General's Office, War Department. Aug. 5, 1912. 1941619.

Rentz, Thomas J., Pvt. G. S. Inf.
Requests permission to purchase discharge. States service and reasons.
S. O. Aug. 6/12. F. D. T. S. O. 184 Par. 10 Aug. 6, 1912.
1 inclo. A. G. Received A. G. O. Aug. 4, 1912.

[1st Endorsement.]

Recruiting Station U. S. Army, Atlanta, Ga., Aug. 2, 1912.

Respectfully forwarded to The Adjutant General, U. S. Army, Washington, D. C. Approval recommended.

I have interviewed Story & Clark Piano Co., and find that the position mentioned is in good faith.

Due soldier for clothing not drawn in kind, $87.27.

Last paid to include July 31, 1912. Due the United States nothing. Statement of service herein is correct. Character "Excellent."

JAMES A. GALLOGLY,
1st Lieut. C. A. Corps R. O.

Without going into detail in regard to the various steps and operations in connection with the handling of this communication in the Mail and Record Division, it will suffice to show below a sample of the record written in that division, as follows:

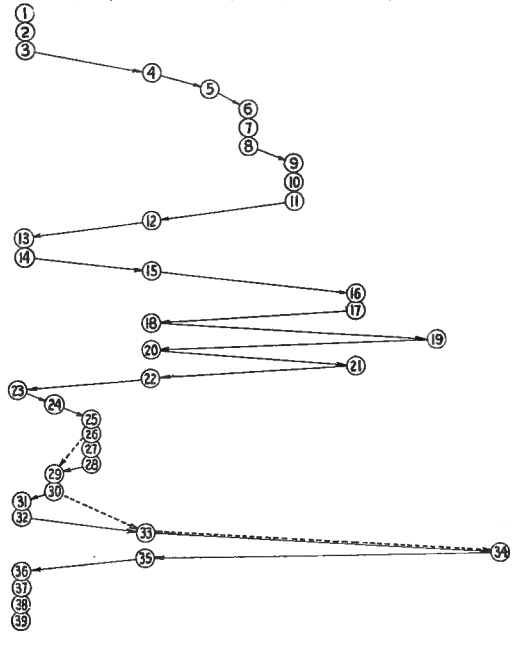
Received A. G. O., Aug. 4, 1912. 1631953.
Adjutant General's Office, War Department. Aug. 5, 1912. 1941619.
Subject: Thomas J. Rentz, Priv., G. S. Infty. From self. Rectg. Station, U. S. A. Atlanta, Ga.
Date of communication: Aug. 2, 1912.
Purport of communication: Requests discharge by purchase under G. O. 90, par. 2, W. D., 1911, to enable him to accept a position in civil life.
Forwd. Aug. 2/12, by the R. O. (1'' Lt. J. A. Gallogly, C. A. C.), recommending.
Number of inclosures: 1.
Book mark: (9.25 J. C. V.).
Date of reply or final disposition: Aug. 6, 1912.
Record card: Each clerk signs his initials to steps taken by him.

This correspondence, after passing through the usual routine in the Mail and Record Division, was taken by the messenger service to the Enlisted Men's Division and thrown in the box on the desk of T. B. Bevans, who receives and distributes all mail sent to the division.

The following outline shows the course of this piece of correspondence, tracing the various steps and processes only from the time the communication is received in the Enlisted Men's Division until it is signed by The Adjutant General. The continuous line indicates the course under the present system. The broken line indicates the course under the proposed system.

OUTLINE SHOWING ROUTINE OF LETTER REQUESTING DISCHARGE FROM THE ARMY OF AN ENLISTED MAN IN RECRUITING SERVICE.

The continuous line shows the course under the present system, the broken line shows the courses under the proposed system.



Steps under present system.	Steps under proposed system.
1. Receives.	
2. Drafts memorandum.	
3. Transmits.	
4. Delivers.	
5. Receives and transmits.	
6. Receives.	
7. Examines.	
8. Drafts report.	
9. Transmits.	
10. Reviews.	
11. Transmits.	
12. Delivers.	
13. Examines.	
14. Transmits.	
15. Delivers.	
16. Examines.	
17. Indorses.	
18. Delivers.	
19. Approves.	
20. Delivers.	
21. Indorses.	
22. Delivers.	
23. Examines.	
24. Reviews.	
25. Drafts order.	
26. Types order.	1 (26) Receive correspondence and drafts order.
27. Records action.	
28. Examines.	
29. Initials.	2 (29) Reviews and initials.
30. Throws in "out" box.	3 (30) Throws in "out" box.
31. Collects.	
32. Transmits.	
33. Delivers.	4 (33) Delivers.
34. Signs.	5 (34) Signs.
35. Delivers.	
36. Notes time.	
37. Examines.	
38. Writes card.	
39. Dispatches.	

The details of the steps and processes follow. In the column on the left, is set forth the routine under the present system; in the column at the right, comments in respect of the present processes, and suggestions looking to a more simple and businesslike method of handling the correspondence.

OPERATION No. 1.

Mr. Bevans, distributing clerk (salary, $1,200), took the jacket from the box, removed the papers from the jacket, took off the rubber band holding the papers together, wrote on the record card the time he received the case, and then unfolded Pvt. Rentz's letter and examined it.

OPERATION No. 1.

Under the system proposed by us five clerks would handle all the correspondence now received in the Enlisted Men's Division, under the supervision of a clerk in charge. There is no necessity in such a case of a distributing clerk examining the papers in the first place, since he is called upon to exercise no discretion as to whom the cases should be handed for treatment except in rare instances. These clerks should properly be in room No. 58, so as to be within easy access of the muster rolls which form the basis of their correspondence. They should be grouped around the clerk in charge of the section, who in that way could exercise supervision over their work and pass papers to and fro for purposes of review and examination.

This operation will be eliminated under the proposed method. The cases will be placed in one central box, from which they will be removed by the correspondence clerks without leaving their desks. This will save the time now consumed by the distributing clerk in examining all incoming cases.

OPERATION No. 2.

Mr. Bevans, noting that it would be necessary to have a report from the Rolls Division of the status of Pvt. Rentz, placed on the record card a request for such report, with a notation of the time, as follows:

"Rolls Division: For report.
"MORTON, T. H."

OPERATION No. 2.

Under a consolidation of the Enlisted Men's Division with the Rolls Division it will be unnecessary to make a written request upon the latter division for a report. This operation will therefore be eliminated.

OPERATION No. 3.

Mr. Bevans then selected from a file containing jackets numbered according to the rooms with which he has need for communication a jacket containing the number of the room occupied by the Rolls Division. He placed a rubber band around the correspondence, put it within the jacket, and threw the package in his "out" mail box.

OPERATION No. 3.

Eliminated for reasons set forth in comment in relation to operation No. 2.

OPERATION No. 4.

The messenger carried the correspondence to the Rolls Division and threw it in the "in" box on the desk of Mr. Huckleberry, a reviewing clerk.

OPERATION No. 4.

Eliminated for reasons set forth under operation No. 2.

OPERATION No. 5.

Mr. Huckleberry (salary $1,200) examined the papers to determine whether they needed special attention by particular clerks. This paper needed no special treatment, and was thrown by Mr. Huckleberry in a box on his desk containing miscellaneous cases, from which they are taken from time to time by searchers.

OPERATION No. 5.

Eliminated for reasons set forth under operation No. 2.

OPERATION No. 6.

Mr. Dimond, searcher (salary $1,200), walked from his desk in room No. 58 to the distributing box in room No. 60 and selected one case from the collection of cases therein for the purpose of making appropriate search.

OPERATION No. 6.

Eliminated for reasons set forth in connection with operation No. 2.

OPERATION No. 7.

Mr. Dimond then examined the case to ascertain the nature and extent of the report desired and searched the records to obtain the requisite information. His search involved a consultation of the original contract of enlistment of the enlisted man and the muster roll of his company for May and June, 1912.

OPERATION No. 7.

The correspondence clerk originally receiving the case will make his own search.

OPERATION No. 8.

Upon conclusion of Mr. Dimond's examination of the enlistment papers and muster roll he returned to his desk and wrote in longhand the following report on the record card:

"E. M. Div.

"Thomas J. Rentz enl. Mch. 1, 1908; and was dischg'd Feb. 28, 1911, by expr. of service, pvt. 102d Co. C. O. C. Char. excellent.

OPERATION No. 8.

The time taken in writing down in longhand on the record card the information desired by the Enlisted Men's Division will be entirely saved. In the first place, more information has been recorded on the record card than is necessary to a proper handling of the case. There is nothing gained by showing the date of enlistment and discharge upon the first enlistment.

"Reenl. Apr. 26, 1911, and was present June 30, 1912, pvt. Gen'l. Serv. Inf. at Atlanta, Ga.

"STAFFORD.
"G. C. D."

"2.57."

Mr. Dimond then wrote below the indorsement the time of conclusion, "2.57."

The only facts essential to handling this case are that of a previous enlistment for the full period and the length of time served under the second enlistment. All other information is superfluous. In this particular case, and it is a representative one, there is no item of information which need be written on the record card or on any other paper. Every item which is of value to the case is stated in the letter and verification is all that is necessary after consultation of the records. This could be attested by check marks on the letter requesting discharge.

OPERATION No. 9.

After writing the above indorsement, Mr. Dimond blotted the indorsement, gathered the papers together, placed a rubber band around the same, and walked over to the desk of Mr. Sattes, to whom he delivered the papers for the purpose of review.

OPERATION No. 9.

Eliminated for reasons set forth under operation No. 7.

OPERATION No. 10.

Mr. Sattes, reviewing clerk (salary $1,600), examined the papers and report to determine whether the report was adequate to the case and whether it was correctly framed.

OPERATION No. 10.

Eliminated for reasons set forth under operation No. 7.

OPERATION No. 11.

Mr. Sattes gathered together the papers after his examination, put a rubber band around them, selected a reversible jacket from his box file and inclosed the papers in them, throwing the jacket in the "out" box.

OPERATION No. 11.

Eliminated for reasons set forth under operation No. 7.

OPERATION No. 12.

The jacket was transmitted by the messenger service to room No. 43 and thrown in the box on desk of T. B. Bevans.

OPERATION No. 12.

Eliminated for reasons set forth under operation No. 7.

OPERATION No. 13.

Mr. Bevans examined the papers, wrote on the record card the time, "3.20," he received them, and, noting that the man was in the recruiting service, wrote on the record card the following indorsement, with a notation of the time, "3.25":

"3.20.

"Recruiting Division: For remark. Morton.

"3.25. "F. A."

OPERATION No. 14.

Mr. Bevans then selected a jacket from his file and placed the papers therein for transmission to the Recruiting Division.

OPERATION No. 15.

The messenger service transported the correspondence to the Recruiting Division and placed it in the box on the desk of Mr. Hughes.

OPERATION No. 16.

Mr. Hughes, clerk (salary, $1,200), examined the papers and wrote on the record card the following:

"To Col. Kernan, A. G., to ascertain if there is any objection.

"3.35. "J. D. H."

OPERATION No. 17.

Mr. Hughes then noted the time of his writing the above indorsement.

OPERATION No. 18.

Mr. Hughes sent the papers by special messenger to Col. Kernan, the adjutant general in charge of recruiting matters.

OPERATION No. 19.

Col. Kernan noted in writing his approval on the record card as follows:

"No objection. M., A. G."

OPERATION No. 13.

Eliminated for reasons set forth under operation No. 7.

OPERATIONS 14, 15, 16, 17, 18, 19, 20, 21, 22, AND 23.

In these operations the Recruiting Division has prepared a note to the adjutant general in charge of recruiting matters requesting whether he had any objection to the proposed discharge by purchase of Private Rentz. This is a routine matter designed simply to keep The Adjutant General in touch with recruiting matters. Not once in the last two years has exception been taken to action by the Enlisted Men's Division in regard to discharge by purchase of a man in the recruiting service. The Adjutant General could keep in touch with this situation if the completed draft discharging the man was simply passed over his desk for his initials.

OPERATION No. 20.

The card and correspondence were taken back to the Recruiting Division by special messenger.

OPERATION No. 21.

Mr. Hughes wrote on the record card the following indorsement, with a notation of the time:

"To E. M. Div.

SHELTON,
J. D. H."

4.00.
4.05.

OPERATION No. 22.

Carried by the messenger service to the Enlisted Men's Division and placed in mail box of Mr. Bevans.

OPERATION No. 23.

Mr. Bevans examined the papers, noted on record card time of receipt, and handed them to Mr. Wilson, assistant chief of the division.

OPERATION No. 24.

Mr. Wilson (salary $1,800) examined the case to see whether all relevant requirements of laws and regulations governing discharge by purchase had been complied with. His examination showing that the case had met all the requirements, he handed it to Mr. Tillman to prepare a special order.

OPERATION No. 25.

Mr. Tillman (salary $1,400) prepared the following draft of an order:

WAR DEPARTMENT,
Washington, August —, 1912.

Memorandum for
Special Orders, No. —.

Par. Private Thomas J. Rentz, general service, Infantry, recruiting station, 3 Carnegie Way, Atlanta, Georgia, will be discharged from the Army by

OPERATION No. 24.

The case being taken out of the incoming mail box direct by the correspondence clerk, in connection with his securing a supply of work sufficient to keep him occupied for at least several hours, this operation will be eliminated.

OPERATION No. 25.

Same as under present practice.

the officer in charge of that station by purchase, under the provisions of General Orders, No. 90, War Department, 1911. (1941619, A. G. O.)

By order of the Secretary of War:

Adjutant General.

OPERATION No. 26.

After preparing the above draft, Mr. Tillman typed on the record card the following:

"Approved:
"A. G.
"A. G. O. Aug. 6, 1912.
"9.30 F. D. T."

OPERATION No. 26.

Eliminated, due to discontinuance of record cards. The signature of The Adjutant General to the order itself will constitute his approval of the action.

OPERATION No. 27.

Mr. Tillman then stamped on the record card with a rubber stamp the following:

"Approved draft of order sent to Orders Division _____ 19 .
" _____ _____
" S. O____ Par_____, _____19 ."

OPERATION No. 27.

Eliminated, due to discontinuance of record cards. A carbon copy of the order itself will suffice for record purposes.

OPERATION No. 28.

The draft of the order was then examined by the clerk handling the case, the papers gathered together and personally carried to the desk of the assistant chief of the division for review.

OPERATION No. 28.

The correspondence clerk should never be required, save in exceptional and special cases, to personally carry all his mail, case by case, to a reviewing clerk. This mail should be gathered at stated times during a day by a messenger or low-priced clerk. The time spent by the correspondence clerk in this operation would therefore be eliminated.

OPERATION No. 29.

Mr. Wilson examined the papers for typographical errors and accuracy of ruling or statement.

OPERATION No. 29.

Same as under present practice. In this connection, however, it may be stated that it is generally advisable to place upon the stenographer the responsibility for having a typographically correct draft.

OPERATION No. 30.

Mr. Wilson placed the papers in the "out" basket on his desk.

OPERATION No. 30.

Same as under present practice.

OPERATION No. 31.	OPERATION No. 31.
Mr. Bevans collected case, with any others which had accumulated in Mr. Wilson's basket, made notation of the class of each case handled for the administrative record, and then indorsed on the record card in each case the time of disposal.	Eliminated. Messenger service should collect mail ready for signature.
OPERATION No. 32.	OPERATION No. 32.
Mr. Bevans handed accumulated mail to the messenger assigned to the division for delivery to Colonel Kerr for his signature.	Same as under present practice.
OPERATION No. 33.	OPERATION No. 33.
The messenger carried the papers to Colonel Kerr for approval.	Same as under present practice.
OPERATION No. 34.	OPERATION No. 34.
Col. Kerr signed the draft and also signed his initials on the record card following the word "approved," as shown below: "Approved. "J. S. K. "A. G. "A. G. O., Aug. 6, 1912. "9.30 F. D. T."	Eliminated, on account of discontinuance of the record card. The fact of signing the original order will itself constitute the approval to the action.
OPERATION No. 35.	OPERATION No. 35.
The case was returned by a special messenger to the Enlisted Men's Division and placed on Mr. Bevans's desk.	Eliminated, for reason set forth under No. 34.
OPERATION No. 36.	OPERATION No. 36.
Mr. Bevans then inserted the time of sending to the Orders Division of the draft, as follows: "Approved draft of order sent to Orders Division Aug. 6, 1912, 1.15. "J. B. "S. O. 184, par. 10, Aug. 6, 1912."	Eliminated, for reason set forth under No. 34.

OPERATION No. 37.	OPERATION No. 37.
Mr. Bevans examined the papers to see that they were complete, made a tally of the class of case disposed of, and indorsed on the record card the time this operation was concluded.	Eliminated. It is quite unnecessary to keep tally of every case disposed of.
OPERATION No. 38.	OPERATION No. 38.
Mr. Bevans then sent the record card to the Mail and Record Division.	Eliminated, on account of discontinuance of record card.

This case is one which experience and well-established precedents of the office have made a perfunctory matter. Under the consolidation of the Enlisted Men's Division with the Rolls Division, the latter would come direct to the clerk, who would himself consult the record and write the order on the typewriter. The approval of the officer in charge of recruiting matters could be secured by passing the draft of the order over his desk. That is all there is to a simple case of this sort, and the expense of handling under the proposed method could amount to but a small fraction of that under the present practice. This case is only one of very many, and merely illustrates that the rule in regard to recording every step taken in connection with a piece of correspondence, regardless of its nature or importance, is imposed upon all the divisions of The Adjutant General's Office. It is a question, in this class of cases, whether the letter even should be filed at all or a record kept of the order other than that which is retained in the Orders Division, and which is there indexed, so that reference to the order in relation to the individual could at any time be found if a call were made for the order, which, of course, would be extremely unlikely.

What is there to this case which requires so much detail in clerical procedure? Here is a man enlisted in the Army, who, having an opportunity to take a civil position, applied for discharge by purchase, in accordance with the Army regulations. His superior officer approves the request. Now, what is necessary to pass this case safely through the department? This: (1) An examination of the man's record, as shown by the muster roll; (2) drafting of the order of discharge in final form for signature; (3) submission for initialing to the office in charge of recruiting matters (the man being in that service); (4) transmission to The Adjutant General for signature; (5) dispatch of the communication.

It is safe to say that the present method takes 10 times as long as that proposed and contains no reasonable safeguard which is not provided for by the proposed method. Let us examine the case. In the first place, the incoming letter is briefed on the back. Unneces-

sary, if the communication is filed flat. Secondly, a brief of the letter is written on the record card. Unnecessary, since the original papers can be used instead of a substitute, with liability of the substitute being incomplete or incorrect. Thirdly, the distributing clerk writes a request on the Rolls Division for a report, where the papers have to pass through four hands. Most of this detail can be cut out by having the correspondence clerk make his own search. Fourthly, in advance of preparing any action, the papers are submitted to The Adjutant General for approval. Unnecessary, since the men in the Enlisted Men's Division are familiar with the precedents in cases like the one in question, and The Adjutant General's approval and signature under modern practice can just as well be secured at the same time, thereby saving the writing of the request for his approval and the messenger service back and forth.

There is still left for consideration the question of whether the clerks of the present Enlisted Men's Division, who now only draft correspondence affecting the station or status of enlisted men from records and memoranda prepared by clerks of the Rolls Division, can, with the same degree of expertness, themselves examine the muster rolls to determine the facts upon which their letters are based. It is maintained that the clerks who conduct correspondence upon questions affecting enlisted men are trained to that work, and to interrupt it by causing them to search records would retard their composition of correspondence. We do not share this view. On the contrary, we believe that their work would be greatly facilitated by the very fact of themselves looking up the records which directly concern the cases they are handling. And these are our reasons for this opinion:

The following operations or processes will be eliminated under the new method in connection with this class of cases: First, the distributing clerk in the Enlisted Men's Division is relieved of drafting the request on the Rolls Division for the information necessary to base the reply in the case, and of preparing the correspondence for the messenger service. Second, the messenger service is relieved of transporting the correspondence to and from divisions. Third, the distributing clerk in the Rolls Division is relieved of the examination of the case and assignment to particular correspondence clerks. Fourth, the searcher in the Rolls Division is relieved of drafting the report on the record card which shows the essential facts taken from the muster rolls during his examination in order to enable the correspondence clerk in the Enlisted Men's Division to prepare his reply and of folding the correspondence for the messenger service. Fifth, the distributing or reviewing clerk is relieved of examining the correspondence to see that the searcher has cor-

rectly stated the information in his report and that the report covers the case. Sixth, the distributing clerk in the Enlisted Men's Division is relieved of examining the case when it is returned to identify it, and assigning the case to a particular clerk who is to prepare the reply. Seventh, the correspondence clerk in the Enlisted Men's Division is relieved of the work of reading the case to identify it, as well as the report on the record card of the result of the search made concerning the enlisted man's history. Eighth, under the existing method the correspondence is examined three times by as many different individuals in order to ascertain its subject matter. Under the method proposed the correspondence will be examined but once.

All the above work eliminated is simply to be set off against the possible additional time taken by the fact that the correspondence clerk himself is to examine the muster rolls instead of the clerks who make that their exclusive work.

We now come back to our contention that the work of the clerks of the present Enlisted Men's Division will be facilitated instead of retarded by having them look up the records concerning their own cases.

While it must be conceded that employees whose work is limited to the searching of records will become more expert in that particular line of work than those who must vary their regular work—the writing of letters—still it is not believed that the searching of records is so difficult or technical a matter that the correspondence clerks of the present Enlisted Men's Division will not easily become proficient in searching for the material they desire to serve as the basis for replies or the preparation of the decisions in particular cases. In fact it is believed that by reason of the correspondence clerk knowing exactly to what extent he desires information from the muster rolls and how to limit his search, and the further fact that after he has consulted the muster rolls he has almost drafted in his mind the answer he is to make in the case, the preparation of such an answer will be much more quickly accomplished than if the correspondence clerk has to read a report showing the record of the person concerned, which report has been made by a man unfamiliar with the particular case, and therefore not so closely pertinent to the case as it would be if the correspondence clerk himself gathered the facts. It admits of no argument that a letter is composed more readily and more effectively if the correspondence clerk preparing it has already in his mind the essential facts which enter into the communication. In order to get the essential facts in his mind he must read a statement setting forth those facts, which has

been prepared by someone else, and just as much time as it takes to read that report and arrange its essential facts in his mind is time lost.

Furthermore, in searching the records if the searcher has in his mind not only the nature of the inquiry but a knowledge of the extent to which information is to be put into a letter in answer to that inquiry, he has a considerable advantage over the man who has to read the letter as one of many classes of communications which he handles and by reason of not being an expert in enlisted men's affairs can not be expected to know precisely the extent to which he must collect information from the muster rolls and other papers concerning enlisted men, and to such extent as he is delayed in learning the purport of the incoming communication and gathers information in excess of that which is necessary to furnish the inquirer with the necessary information, just so much time is lost by the searcher. As already stated, these factors can not be easily measured in time or monetary value, but that they are worthy of careful consideration is obvious.

Opening and closing of auxiliary recruiting stations, district of Terre Haute, Ind.

This was a case where on account of unsatisfactory recruiting results the officer in charge requested the department's authority to close the auxiliary recruiting station at Robinson, Ill., and open an auxiliary station at Sullivan, Ind., and that an auxiliary station be opened at Linton, Ind. The principal matters necessary to enable the department to decide a question such as this one are a geographical knowledge of the territory where it is recommended that recruiting operations be initiated and of the probability of good recruiting results being obtained at the new station.

Without going into details as to each step followed by this piece of correspondence, but taking it up in a general way only in so far as it is handled in the Recruiting Division, in order to show the work of an unnecessary character which is done in connection with the handling of this simple case, a general statement of the course and action upon the communication is here made. A brief of the communication was made on the back of the first fold, and in addition thereto the purport of the communication from Capt. Mitchell was stated on the record card. The original communication of Capt. Mitchell was 133 words in length, whereas the "brief" on the record card was 115 words in length. The clerk handling the case first ascertained the number of recruits secured at the various towns for the past three months and placed upon the record card in hand-

writing a memorandum to Col. Kernan, setting forth the following record of these facts:

To Col. Kernan, A. G.

Applicants accepted in the Terre Haute district, as follows:

	Jan.	Feb.	Mar.
Champaign, Ill	1	5	7
Danville, Ill	15	9	7
Mattoon, Ill	9	8	1
Rockville, Ill. (opened Mar. 12)			0
Worthington, Ind. (opened Mar. 12)			0
Robinson, Ill. (opened Feb. 12)			1
Sullivan, Ind. (en route to Robinson, Feb. 12)			5

The aux. station Robinson, Ill., 46 miles from Terre Haute, which R. O. desires to close, was opened Feby. 12/12. One applicant accepted to March 31/12.

Sullivan, Ind., en route to Robinson, produced 5 accepted applicants from date of opening—Feby. 12'' to Mar. 31.

R. O. desires to continue the Sullivan station as an aux. upon closing at Robinson.

R. O. also desires to open an aux. station at Linton, Ind., 34 miles from Terre Haute.

See sketch.

1.45. A. T.

In addition to the above memorandum the clerk prepared a sketch showing the distance between the towns and their relative locations. It will be observed that the reading matter below the table showing the number of applicants accepted is simply a repetition of the facts stated in the brief of Capt. Mitchell's letter. The above memorandum was brought to the attention of Col. Kernan, and by his direction the recommendations of Capt. Mitchell were approved, with the exception of that in regard to opening an auxiliary station at Linton, Ind. The clerk handling the case thereupon drafted in longhand the following communication:

Referring to No. 1897720 write the letter recorded below.
No. of inclosures to accompany letter: O.
Apl. 5, 10.50. A. T., Correspondence Clerk.
----------, Examiner.
Done Apr. 5, 1912, by J. G. 11.15.

LETTER.

Capt. H. D. MITCHELL, Inf. R. O.,
No. 709 Wabash Avenue, Terre Haute, Ind.

SIR: By direction of the Secretary of War, you are advised in response to your letter of the 2nd instant, as follows:

You are authorized, as recommended, to close the auxiliary recruiting station at Robinson, Ill., and upon closing that station to continue the "intermediate" station at Sullivan, Ind., as an auxiliary station.

The Secretary of War directs as necessary in the military service that you proceed on recruiting duty from Terre Haute, Ind., to Sullivan, Ind., or intermediate points as may be required while an auxiliary station is maintained at Sullivan, and that you return after each trip to Terre Haute: *Provided*, That not exceeding in all 4 trips a month be made under these instructions.

Your recommendation that an auxiliary recruiting station be opened at Linton, Ind., is not approved at this time. Application for authority to open an auxiliary station at that point may be renewed when active recruiting is fully resumed in your district.

Very respy.,

F. J. KERNAN,
Adjutant General.

Copies furnished: The Quartermaster Genl. (2), the Inspector General.
Reviewed by E. L.

Communications of the same type as the above have been written thousands of times in this office, and a printed form could be used with a saving of most of the time taken to prepare this communication. Nevertheless the hand-written draft is submitted for approval, and then a final copy is engrossed in the form of a letter to Capt. Mitchell. On April 19 Capt. Mitchell addressed the department again, recommending that authority be granted for opening auxiliary stations at Linton, Ind., and Kankakee, Ill., and that the stations at Rockville and Worthington, Ind., be closed. This letter was likewise briefed on the record card. The original letter was 115 words in length, and the brief of the same on the record card 80 words in length. When this communication was received on the desk of the correspondence clerk he prepared a memorandum addressed to the chief clerk in the Paymaster General's Office for the signature of the chief clerk to The Adjutant General in order to ascertain the exact distance between the places involved. A copy of this memorandum and the information inserted therein is shown below:

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
April 22nd, 1912.

1897720.

MEMORANDUM.

THE CHIEF CLERK,
Paymaster General's Office.

Please give the following distances:
Terre Haute, Ind., to Kankakee, Ill. 128 miles. J. B. R.
Danville, Ill., to Kankakee, Ill. 74 miles. J. B. R.

Respy,

J. FRECH, *Chief Clerk.*
Per C. W. S.

39.

P. M. G. O., April 23, 1912.

Respectfully returned to the chief clerk, A. G. O. answers noted above.

R. O. KLOEBER, *Chief Clerk.*
Per J. B. R.

When the information as to the distance between the towns was received, the clerk handling the case prepared the following memorandum for Col. Kernan:

To Col. Kernan, A. G.

R. O., Terre Haute, Ind., desires to close the aux. stations at Rockville, Ill., 23 miles, and Worthington, Ind., 40 miles.

For results accomplished at Rockville and Worthington, from Jan. 1st to March 30, 1912, see page 2 this card. No applicants accepted at either station during first 10 days in April.

R. O. desires to open aux. stations at Linton, Ind., and at Kankakee, Ill.

Linton is 43 miles from Terre Haute, and is in that district.

Kankakee is 128 miles from Terre Haute, 74 miles from Danville—from which place R. O. desires to visit it—and but 56 miles from Chicago. It naturally pertains to the district of Chicago. Only one outside station, Milwaukee, Wis., is now in operation in the 3 Chicago districts.

See sketch.

See also memo. from P. M. G. O. A. T.

1.

Apl. 23.

In connection with the above memorandum a sketch of the surrounding territory was also made. This memorandum and the sketch were brought to the attention of Col. Kernan, and he wrote the following instructions upon the record card:

Authorize the closing of the two, as requested, & the opening of one at Linton. Inform that the other place is not in his Dist. W. K. A. G.

In accordance with the above instructions, the following letter to Capt. Mitchell was drafted on the record card:

Referring to No. 1897720/A write the letter recorded below.
No. of inclosures to accompany letter: O.
3.05 A. T., correspondence clerk.
------, examiner.
Done Apr. 23, 1912, by J. G. 3.20

LETTER.

Capt. H. D. MITCHELL, FIRST INFANTRY, RECRUITING OFFICER,
709 Wabash Ave., Terre Haute, Ind.

SIR: In response to your letter of the 19th instant, I have the honor to advise you, by direction of The Adjutant General of the Army, as follows:

You are authorized, as recommended, to close the auxiliary recruiting stations at Rockville and Worthington, Ind., and to open an auxiliary station at Linton, Ind.

The Secretary of War directs as necessary in the military service that you proceed on recruiting duty from Terre Haute, Ind., to Linton, Ind., or intermediate points as may be required while an auxiliary station is maintained at Linton and that you return after each trip to Terre Haute, *Provided*, That not exceeding in all 4 trips a month be made under these instructions.

Your recommendation that you be authorized to open an auxiliary station at Kankakee, Ill., is not approved. Kankakee, being nearer to Chicago than to either Terre Haute or Danville, naturally pertains to one of the districts of Chicago.

Very respectfully,

J. J. KERNAN, *Adjutant General.*

Copies furnished:
QMG (2).
IG.
Apr. 23, 1912.
Reviewed by W. H. T.

It will be observed that this letter follows the same language as the communication preceding it to Capt. Mitchell and that a form would materially reduce the work. After approval of the draft, a final copy was engrossed in the form of a letter to Capt. Mitchell.

In connection with this case the consultation of any good atlas would show the geographical location of the towns concerning which recommendations were made for the establishment or discontinuance of the previous stations thereat, and serve the same purpose as a sketch, which necessarily must be prepared at the expense of a great amount of time. It seems quite unnecessary for the Paymaster General's Office to be addressed to determine the exact mileage between the points concerned. This could be determined with near enough approximation to suit the case by a glance at the map. A variation of a few miles in the distance would have no effect upon the decision whether or not a recruiting station should be established or discontinued.

D. UNNECESSARY COST OF PREPARATION AND DISPATCH OF TELEGRAMS AND CABLEGRAMS.

In this discussion the word "telegram" is used in referring to land messages and the word "cablegram" in referring to transoceanic messages. Only those telegrams and cablegrams which are sent from The Adjutant General's Office in Washington are considered in this report.

Telegrams.—Telegrams are sent by The Adjutant General's Office to division and department headquarters, military posts, to officers, and to a large number of other persons with whom the office transacts business. The largest class of telegrams are those sent to recruiting officers, and the next largest class are those sent regarding the movement of troops. No attempt is made to enumerate the other classes of telegrams sent by this office, since they cover practically all subjects coming within the scope of this office's activities.

Methods of preparing and recording.—Telegrams are typewritten on telegraph forms in the various divisions of The Adjutant General's Office in connection with the business of such divisions, and are signed by The Adjutant General or an officer on his staff. In the Rolls Division, however, where telegrams are sent on statements of service, they are signed with The Adjutant General's name by the chief of the division. A carbon copy is made when writing telegrams.

After telegrams are signed they are sent with the carbon copies to the chief clerk's office, where the carbon copy is stamped with a rubber stamp reading as follows:

Original of foregoing telegram sent in War Department telegraph office.

The date, time, and signature of signing officer also are noted thereon, telegrams then being sent to the telegraph office in the building for dispatching.

The recording of telegrams is made on a record card, the recording and filing of carbon copies following the same general procedure as in other communications.

Telegrams are not directed to be sent by night service and no coding of telegrams is made in any instance for economy.

Cost of telegrams.—The cost of telegrams sent by The Adjutant General's Office from Washington during each year from 1907 to 1911, inclusive, was tabulated from vouchers filed in the office of the Auditor for the War Department. The cost is as follows:

1907	$3,959.34
1908	6,727.72
1909	6,504.47
1910	5,895.34
1911	9,386.84

Critical discussion with constructive suggestions.—In order to ascertain the nature of the telegraph business of The Adjutant General's Office and the manner in which that business is conducted a detailed examination was made of the telegrams filed during August, 1911, with the Postal Telegraph-Cable Co. The number of messages so examined was 1,046, and the cost of them was $370.17. This amount is approximately 4 per cent of the total expenditure for telegrams during 1911. It seemed to be unnecessary to examine critically any larger percentage of telegrams, since it was ascertained that the classes of messages are practically the same throughout the whole year. These messages were examined for the purpose of determining the following facts:

(*a*) The necessity for sending a telegram.

(*b*) The use of unnecessary words in a telegram.

(*c*) The dispatch of several messages to one officer during a single day in place of the dispatch of a consolidated message.

(*d*) The dispatch of telegrams at night rates.

(*e*) The use of a code for enciphering telegrams.

The results of the critical examination of the 1,046 messages filed with the Postal Telegraph-Cable Co. during August, 1911, are shown in the following table. Of these messages 370 were reworded for the purpose of ascertaining the approximate rate at which these messages could have been sent if properly prepared for transmission.

Classes.	Number of telegrams rerated.	Actual cost.	Cost after rerating.	Estimated savings.	
				Amount.	Per cent.
Total	370	$177.90	$104.48	$73.42	.....
Unabridged telegrams	56	33.67	24.71	8.96	26.6
Single telegrams to same official daily	231	93.36	49.66	43.70	46.8
Telegrams sent at day rates instead of night rates	63	29.13	19.24	9.89	34.0
Telegrams sent in English instead of in cipher	20	21.74	[1] 10.87	10.87	50.0

[1] Estimated at 50 per cent of actual cost.

In rerating the 370 messages considered in the preceding table a very liberal policy was adopted and the benefit of every doubt was given to The Adjutant General's Office. Furthermore, the policy was adopted of spending only a reasonable amount of time in the preparation of the messages so as to avoid performing the work in such a manner as to increase clerical cost. The examination of these messages shows that by the adoption of even a few office rules and without any increase in clerical work, a large saving in telegraph tolls could be effected. The saving shown in the above table is $73.42 which is nearly 20 per cent of the cost of all messages which were critically examined.

The largest saving to be effected is in revising the practice of sending several telegrams to the same official daily. Most telegrams of this class are sent to recruiting officers. The adoption of office methods for the consolidation of several messages to one officer into one message could be easily effected and would not delay the transaction of business connected with the recruiting service. Such a consolidation of daily messages is effected in sending cablegrams but appears to have been disregarded in the case of telegrams, apparently for the reason that the telegraph rates are so much lower than the cable rates.

Another large saving to be effected is in the case of telegrams containing unnecessary words. In this connection, special attention is invited to the use of such phrases at the beginning of a telegram as "Reference Division Commander's letter first instant," "Reference telegram commanding officer, September eleventh," "Your telegram sixth reference vacancy effecting first officer Dix," and "Referring your indorsement fifteenth instant, number seventy-six naught nine." It seems obvious that the use of such long phrases as these, containing anywhere from 6 to 10 words, is entirely unnecessary in connection with telegraphing and consequently involves a needless expense. This expense is an item of considerable importance, especially in connection with the large number of telegrams going to the Pacific coast.

It should be noted that in practically all the telegrams transmitted by The Adjutant General's Office the use of the phrase "The Adjutant General approves ———," or "By order of The Adjutant Gen-

eral" appears at the beginning of the message or at the close, as the case may be, notwithstanding the fact that the telegram is signed by The Adjutant General himself or one of his staff. It is apparent that the use of these phrases is not essential to a proper regard of the telegram by the officer who receives it; and that, in the aggregate, these words increase considerably the cost of the telegrams sent by The Adjutant General's Office. It is evident also that the use of these phrases is purely formal, since the message would carry the same importance without them, as evidenced by the following telegram, the contents of which are repeated in order to show the purely perfunctory use of one of the phrases mentioned:

WASHINGTON, *August 31, 1911.*

RECRUITING OFFICER,
Pioneer Building, Seattle, Wash.:
Records indicate that Potts had wife and two children March last year.
By order The Adjutant General:

HALL,
Adjutant General.

With reference to transmitting telegrams to recruiting officers, mention should be made of the lack of any uniformity in addressing the recruiting officer as briefly as possible and at the same time to have the address the same in all cases. That is, under the present practice several telegrams may be sent to a recruiting officer, at the same place, and within a few hours of each other, and the address may be differently worded on each message. In one instance it was found that the recruiting officer was addressed in one telegram as "Recruiting Officer, Patterson Building, Main and Hudson Streets, Oklahoma City, Oklahoma," and in another telegram the same officer was addressed "Recruiting Officer, Patterson Building, Oklahoma, Oklahoma." a difference of four words. In this connection, it is suggested that one or two words might be utilized for the address of many of the officers of the service and thereby reduce very materially the cost of the telegraph service of the Government. For instance, in the office of the Chief Signal Officer there appears to be a practice of addressing telegrams to signal officers as follows: "Signal, Seattle, Washington."

Another large saving can be effected by sending messages at night rates instead of at day rates. No night message was found in the 1,046 which were critically examined, nor in the many thousands of other messages which were handled in connection with this inquiry. Other branches of the War Department, as well as other departments, have adopted regulations which provide that specified classes of messages which are frequently sent, or messages which are sent so late in the day as to preclude their receipt during office hours shall be sent at night rates. No figures are available to show the savings thus effected in these offices and departments, but from observation of

the large quantity of messages sent at night rates it is obvious that a large sum has been saved to the Government service by those departments which are making an effort to conduct their business with economy as well as with efficiency.

Of the messages which were critically examined it was found that 20 were long messages sent to commanding officers concerning the movements of troops. Such messages should be in cipher both for economy and for affording better protection to the War Department in the conduct of important work.

Sample messages illustrating each class of saving, as shown in the preceding table, are given herewith. Unabridged messages, or messages wherein unnecessary words are used, are shown by the following illustrations:

AUGUST 18, 1911.

GENERAL SUPERINTENDENT, ARMY TRANSPORT SERVICE,
San Francisco, California.

As requested your telegram sixteenth instant to Quartermaster General you are authorized transfer Captain Heidt, Quartermaster, and Lieutenant Stayer, Medical Corps, from Transport Buford to Transport Logan. By order Secretary War:

ALVORD,
Adjutant General.

AUGUST 26, 1911.

COMMANDING OFFICER, NINTH CAVALRY,
Fort D. A. Russell, Wyoming.

Advise this office by telegraph whether or not you will approve detail of Lieutenant Brant, Ninth Cavalry, as professor military science and tactics Pennsylvania Military College, Chester, Pennsylvania. By order Secretary War.

ALVORD,
Adjutant General.

AUGUST 12, 1911.

RECRUITING OFFICER,
I Street, Fresno, Cal.

The Adjutant General authorizes acceptance Fisher as requested if qualified. Discharged expiration service June eleven year troop and character mentioned private. First enlistment.

HALL,
Adjutant General.

As illustrating the present practice of sending several telegrams daily to the same person, the following telegrams are shown:

AUGUST 21, 1911.

RECRUITING OFFICER,
Indiana Building, 203 East Twelfth Street, Kansas City, Missouri.

Send Private Allen, C, Sixth Field Artillery under guard to proper station, entire cost to be charged against soldier. By order Secretary War.

HALL,
Adjutant General.

AUGUST 21, 1911.

RECRUITING OFFICER,

Indiana Building, 203 East Twelfth Street, Kansas City, Missouri:

Secretary of War directs Privates Clayton Dyer and John Greiner, C, Sixth Field Artillery, sent under guard to proper station, and cost reported to battery commander as charge against soldiers.

HALL,
Adjutant General.

AUGUST 21, 1911.

RECRUITING OFFICER,

Indiana Building, 203 East Twelfth Street, Kansas City, Missouri:

Secretary War directs that Private Fred S. McKenzie, C, Sixth Field Artillery, be sent under guard to proper station, and cost reported to battery commander as charge against soldier.

HALL,
Adjutant General.

AUGUST 21, 1911.

RECRUITING OFFICER,

Indiana Building, Kansas City, Mo.:

The Adjutant General authorizes acceptance Allen as requested.

HALL,
Adjutant General.

AUGUST 21, 1911.

RECRUITING OFFICER,

Indiana Building, Kansas City, Mo.:

The Adjutant General authorizes acceptance Dickerson for Coast Artillery, Fort Howard.

Roy Dickerson, mustered in July eleven, eighteen hundred ninety-eight, mustered out May thirty-one following year, private, G, Fifth United States Volunteer Infantry. Roy T. Dickerson enlisted September eleven, eighteen hundred ninety-nine, discharged January twenty-four, nineteen hundred one, corporal, K, Forty-fifth United States Volunteer Infantry; good.

HALL,
Adjutant General.

Another instance of several telegrams being sent to one officer in one day is as follows:

AUGUST 9, 1911.

RECRUITING OFFICER,

Third and Olive, St. Louis, Mo.:

The Adjutant General authorizes acceptance Woodruff. Note deficiencies.

HALL,
Adjutant General.

AUGUST 9, 1911.

RECRUITING OFFICER,

Third and Olive, St. Louis, Mo.:

The Adjutant General authorizes acceptance Finney for Twenty-fourth Infantry, Fort Ontario.

ALVORD,
Adjutant General.

AUGUST 9, 1911.

RECRUITING OFFICER,
Third and Olive, St. Louis, Mo.:

The Adjutant General authorizes acceptance Hood for First Cavalry, Fort Yellowstone.

ALVORD,
Adjutant General.

AUGUST 9, 1911.

RECRUITING OFFICER,
Third and Olive, St. Louis, Mo.:

The Adjutant General authorizes acceptance Dowdy, as requested.

ALVORD,
Adjutant General.

AUGUST 9, 1911.

RECRUITING OFFICER,
Third and Olive, St. Louis, Mo.:

The Adjutant General authorizes acceptance Johnson, Twenty-fourth Infantry, Ontario.

ALVORD,
Adjutant General.

Samples of telegrams sent as day messages which should have been sent as night messages are shown herewith:

AUGUST 16, 1911.

COMMANDING GENERAL, WESTERN DIVISION,
San Francisco, Cal.

Order issued June fifth directing Colonel Charles Richards, Medical Corps, upon arrival San Francisco, proceed to Walter Reed General Hospital, District of Columbia, for duty in command that hospital. By order Secretary War:

ALVORD,
Adjutant General.

AUGUST 14, 1911.

RECRUITING OFFICER,
Indiana Building, Kansas City, Mo.

The Adjutant General authorizes acceptance Comstock as requested.

HALL,
Adjutant General.

The above telegrams were filed at 4:30 and 5 p. m.

The following telegrams illustrate those sent in English which should have been sent in cipher:

AUGUST 29, 1911.

COMMANDING GENERAL, CENTRAL DIVISION,
Chicago, Ill.

Tenth Infantry has been selected for service in Panama. The regiment will sail on transport *Kilpatrick* from Galveston. Quarters for officers and men will be ready about September fifteenth. No accommodations for families yet. You are authorized to send a detachment of thirty men and such number of

officers as the regimental commander deems necessary, not exceeding one for each company, to pack and adjust property accountability. Baggage from Fort Benjamin Harrison will be shipped to Newport News and put aboard transport before it sails for Galveston. The regimental quartermaster or some other officer selected by the colonel will be ordered to precede the regiment to Panama. Telegraph name of officer. Authorized tentage for permanent camp should be taken. List of other supplies needed communicated by mail. This telegram has been repeated to regimental commander.

By order Secretary War:

ALVORD,
Adjutant General.

AUGUST 25, 1911.

COMMANDING OFFICER,
Fort Monroe, Virginia.

Following-named officers detailed to witness experimental firing against *San Marcos* on twenty-eighth instant, and ordered report on vessels of fleet in Hampton Roads morning twenty-seventh: Major Alston Hamilton and Captains Harrison Hall, William F. Hase, John O. Steger and Offnere Hope. The officers named and also Captains Matthews and Hopkins, are also detailed to report on September first to commander in chief, Atlantic Fleet, for purpose witnessing regular battle practice of fleet off Capes of Chesapeake. Inform them and instruct them accordingly and to submit to this office report of observations on completion duty. Order issues here.

By order Secretary War:

ALVORD,
Adjutant General.

AUGUST 24, 1911.

COMMANDING GENERAL, WESTERN DIVISION,
San Francisco, California.

Following telegram to-day to commanding general, Central Division, repeated for your information. Quote. Reference telegram this office this date, inform commanding officer, Third Battalion, Second Infantry, Fort D. A. Russell, Wyoming, that Second Battalion, Twentieth Infantry, will sail from Honolulu for San Francisco, on transport leaving Manila, September fifteenth, nineteen eleven, thus leaving Fort Shafter available for Third Battalion, Second Infantry. End quote.

By order Secretary War:

ALVORD,
Adjutant General.

The percentage of saving effected by rerating the 1,046 messages which were critically examined was 20 per cent. As has been stated, a very liberal policy was adopted toward The Adjutant General's Office in computing savings. It is believed that a considerable larger percentage of saving in telegraph tolls can easily be effected by the adoption of proper regulations and by the proper supervision over the preparation and dispatch of messages. For the purpose of showing the approximate savings, the percentage of saving effected by the critical study has been applied to the total cost of telegrams for

each of the five years from 1907 to 1911. The estimated savings for these years are as follows:

1907	$790
1908	1,345
1909	1,300
1910	1,179
1911	1,877

The average saving for these years is approximately $1,250.

Cablegrams.—A large number of cablegrams are sent by The Adjutant General's Office to the commanding officers at Manila and Honolulu. Another large class consists of messages sent to military attachés in foreign countries.

Methods of preparing and dispatching cablegrams.—Draft of cablegrams to be sent is written out on a form which is signed by an adjutant general as approved and sent to the cable clerk in the Mail and Record Division, who enciphers into code, writing cipher message on this form in space provided below verbatim message. This form is later sent back to division from which it emanated, for filing purposes.

Cables to the Philippines, Honolulu, and Panama, as the case may be, are consolidated on cablegram form, the idea of this consolidation being the sending of one cable daily, or as often as necessary, instead of a larger number during the day to one point. The verbatim cable is also written on this form, and then detached and sent by mail as confirmation of code cable. A carbon copy is made (these forms being typewritten) and filed in chronological order by the cable clerk.

Cables received for sending are copied verbatim in longhand in a book kept for that purpose, this book being afterwards sent to The Adjutant General, who initials each cable. Cables as coded and sent are also copied in longhand in a book, which is taken to the telegraph office with cable to have the time of receipt at telegraph office stamped thereon.

The cable clerk translates cables received on a cablegram received form, the received cables for the day being shown thereon. This form is typewritten and a carbon copy made, both being filed by the cable clerk in chronological order, with the original cables.

As cables are received, translated copies or extracts therefrom are typewritten by the cable clerk on white letter paper for transmission to the division to which the cable relates. When cables received relate to the deaths of enlisted men and deaths of officers, there are nine such copies sent to various offices and divisions of the War Department, and in the case of cables relating to the arrival and dispatch of transports at Manila 10 additional copies also are made for transmission to the press. As far as possible these copies are made

by carbon, and one carbon copy is retained by the cable clerk and filed chronologically with notation thereon as to whom copies have been sent. The other copies are sent to the Mail and Record Division with a slip on which is a notation of the cable and its purport, this slip being returned to the cable clerk with a file number thereon to which cable relates, for the information of the cable clerk. Cables as received and translated are entered in longhand in a book kept for this purpose. This book, and book in which verbatim cables sent are entered, are cross-referenced to serve as a follow-up system for the noting of the prompt reply to cables sent and received, which duty devolves upon the cable clerk.

The following codes are used by the War Department:

War Department Telegraph Code—phrases by words.

The Cipher of the War Department—phrases by figures.

Special Coded Words for certain commissary stores.

The monthly bills of the telegraph and cable companies are checked up by the cable clerk against the returned original telegrams and cables for verification of same.

The cable clerk in the Mail and Record Division, whose duties and work are described herein, is Mr. H. S. Wright, salary of $1,600, who is assisted at certain times by Mr. John Johnston, salary of $1,400, who estimates that about 20 per cent of his time is consumed by this work.

Cost of cablegrams.—The cost of cablegrams sent from Washington by The Adjutant General's Office during the years 1907 to 1911 was computed from vouchers on files in the office of the Auditor for the War Department. The cost of each of these years is as follows:

1907	$7,887.41
1908	9,455.22
1909	8,237.30
1910	9,185.28
1911	8,999.66

Critical discussion with constructive suggestions.—In order to ascertain the methods employed in preparing and dispatching cablegrams, a critical examination was made of the messages sent during April, May, September, and October, 1910, and August and September, 1911. The cost of the messages examined for April and May, 1910, which fall in the fiscal year 1910, was $1,612.40. The cost of the messages examined for the months of September and October, 1910, which fall in the fiscal year 1911, was $1,549.53, and the cost of the messages examined for August and September, 1911, which fall in the fiscal year 1912 was $1,007.93. The messages examined for the fiscal years 1910 and 1911 cost over 17 per cent of the total messages transmitted in each of those years.

These messages were examined for the purpose of ascertaining whether the War Department codes had been used in transmitting messages which should be enciphered and for the purpose of ascertaining the method used in enciphering messages. It was ascertained that a small number of messages were sent by The Adjutant General's Office in English which should have been sent in cipher. These messages were addressed to the commanding general at Honolulu and to military attachés. The cost of such messages sent in each month for which a critical examination was made is as follows:

April, 1910	$9.02
September, 1910	6.05
October, 1910	19.23
August, 1911	10.14
September, 1911	14.67

The cost of messages sent in English which should have been sent in cipher was slightly in excess of 1 per cent of the cost of all messages which were critically examined.

The cipher messages sent by The Adjutant General's Office contain code words from a War Department code, figure groups from a War Department code, together with a number of proper names and occasionally ordinary English words. No attempt has been made by this office to adopt any one of the many devices in common use for combining two code words into one compound artificial word of 10 letters or less. It is the common practice with commercial concerns, in the Bureau of Insular Affairs, in the Isthmian Canal Commission, and in the State Department to use a method of enciphering cablegrams which will permit of two code words being enciphered as one word. Such a method reduces the cable tolls by approximately 50 per cent over the method used in The Adjutant General's Office of placing the code words directly in the messages in the form in which the words appear in the code.

The method of enciphering which has been used for several years in the Bureau of Insular Affairs and in the Isthmian Canal Commission is wholly adapted to the use of The Adjutant General's Office. War Department codes are used in both the Bureau of Insular Affairs and the Canal Commission, so that the feasibility of applying the proposed method of enciphering to the War Department codes has been demonstrated by an experience extending over several years. The Bureau of Insular Affairs and the Canal Commission have reduced their cable bills approximately 50 per cent through the adoption of their present method of enciphering cablegrams. This method involves a very slight amount of additional work on the part of the cipher clerks. In their opinion it is possible to perform daily approximately the same amount of work with their present method of enciphering as can be performed by the use of the War Department

code now followed by The Adjutant General's Office. The only initial expense connected with the adoption of the proposed method of enciphering is the purchase of a rubber stamp and the clerical work of stamping a small table on some of the pages in the War Department code.

Unnecessary expense is now incurred by The Adjutant General's Office in giving the full title, initials, and street address of military attachés in a large number of the messages sent to them.

By adopting the methods of enciphering cablegrams now used in the Bureau of Insular Affairs and the Isthmian Canal Commission, and by restricting the address of cablegrams to only necessary words, a saving in cablegrams of over 46 per cent of the total cost can be effected. The saving which could have been effected during the fiscal year 1910 by the use of an economical method of enciphering messages and by omitting needless words from the address was $4,390, or approximately 48 per cent of the total cost for cablegrams. The corresponding saving for the fiscal year 1911 was $4,130 or approximately 46 per cent of the total cable cost. These savings are computed on the basis of the savings which were ascertained by critical examination of the messages sent during April and May, 1910, and September and October, 1910. Applying the average saving for these periods to the cost of cablegrams for 1907, 1908, and 1909 shows an annual saving of $3,675, $4,406, and $3,838, respectively. The average annual saving for the years 1907 to 1911 is $4,088. In view of this large annual saving which can be effected at practically no initial cost and with no increase in clerical services, there seems to be no justification for The Adjutant General's Office to have continued to expend approximately twice as much as it should for cablegrams. The continuance of the present method in The Adjutant General's Office is all the more reprehensible because of the fact that the Bureau of Insular Affairs and the Isthmian Canal Commission have been successfully using the more economical method and because of the further fact that some of the officials of The Adjutant General's Office are acquainted with this economical method.

A small saving in the clerical work now performed on enciphering and recording cablegrams could be effected by the adoption of the following suggestion: Instead of the clerical work of copying in longhand in a book all cablegrams dispatched, both as written and as coded, it is recommended that an additional carbon copy be made of cablegrams and translations now being made on Form A. G. O. 216, and that the carbon copy of code messages be taken to the telegraph office to be receipted, and that the carbon copy of the translation of cablegrams be sent to The Adjutant General's Office to be initialed by him. This extra carbon copy of Form A. G. O. 216 will serve as a substitute for the two books now kept, and, being made at the

time of writing original cable, will insure greater accuracy and save the time of the cable clerk to an appreciable extent.

With respect to cablegrams received, it is the opinion of this commission that an additional carbon copy of Form A. G. O. 238 on which cables as translated are written will serve the purpose of the book record, will save the clerical work of writing in longhand, and insure greater accuracy. The carbon copies of translated cables sent and received, made on Forms A. G. O. 216 and 238, can be filed in chronological order, thus being kept in the same order as books for which they will be the substitute. These carbon copies, where a reply is expected, can be held in a "suspense" file pending same, after which they can be filed, as stated, chronologically. This follow-up method will be found more efficient and quicker for reference purposes than the method of referring back to consult messages in a book to see whether properly noted with date of reply.

E. HIGH COST OF PREPARATION AND DISTRIBUTION OF CIRCULARS DESCRIPTIVE OF DESERTERS.

The present practice of sending a descriptive circular for each man deserting from the Army to military posts, recruiting offices, chiefs of police, private detectives, and other persons has been extended beyond all reasonable limits. By simply revising the mailing list so that it will include only the names of such persons as may be reasonably sure of being interested in the descriptive circulars, it will be possible to not only effect a very large saving but also to avoid sending circulars to persons having no use for them. The preparation of a proper mailing list of names to which circulars should be sent would in many cases do away with the necessity of printing a description of the deserter and enable the office to use a form. In this form statements which are made with respect to each desertion should be printed and spaces should be provided for inserting the personal description of the individual soldier who is being circularized.

This subject is discussed at length in the report on the Tenth Street branch contained in Section IV, and it therefore seems unnecessary to discuss the subject further in this part of the report.

F. HIGH COST OF FURNISHING INFORMATION FROM OLD MILITARY RECORDS.

One of the largest classes of work performed by The Adjutant General's Office is that of furnishing information from old military records, the largest number of requests for information being received from the Pension Office and the office of the Auditor for the

War Department. Five divisions of the office and parts of two other divisions are devoting their entire time to this work. These divisions, together with the number of clerks working on old records, are as follows:

1. Regimental Records Division	26
2. Archives Division	19
3. Medical Division	23
4. Tenth Street branch	9
5. Seventeenth Street branch	4
6. Examining section of the Mail and Record Division	5
7. A part of the Correspondence and Examining Division	13

The salaries paid to the employees of these divisions working on old records are $137,000. These divisions occupy approximately 80 rooms in the State, War, and Navy Building, the larger part of the old Ford's Theater Building on Tenth Street, the building at 610 Seventeenth Street, and a portion of the Army Medical Museum.

The files of records and the furnishing of information will be discussed with respect to the location of the files, the arrangement of records in the files, and the methods employed in furnishing information.

Location.—A part of the military records, as distinguished from the medical records, of officers and men formerly in the military service are filed in the State, War, and Navy Building, a part in the Ford's Theater Building and a part in the building at 610 Seventeenth Street. While it is realized that The Adjutant General's Office is handicapped by the quarters provided for it, yet this can not be considered a satisfactory explanation of the fact that at the present time old military records which are seldom consulted (as a large part of those in the Archives Division and a part of those in the Regimental Records Division) are located in valuable space in the State, War, and Navy Building, while other records pertaining to current military affairs (as the identification records at the Tenth Street branch and the current medical records in the Army Medical Museum) are filed in buildings located at a distance from the State, War, and Navy Building. Furthermore, the arrangement of the file cases in the rooms of the State, War, and Navy Building is such that the space is only partially utilized. By a simple rearrangement of the filing cases and by building the cases higher, so as to contain 10 rows of boxes instead of 7 as at present time, it would be possible to place these file cases in very much less space than is now occupied.

In the discussion of office quarters in a later section of this report the question of the location of these files is further discussed and a recommendation is made for the placing of all old military records in a fire-proof file building to be rented for that purpose.

Arrangement of records.—The present arrangement of the records in the files is such that it is necessary to refer a case from one division to another and in many instances from one building to another in order to prepare a complete statement of the military and medical history of a former officer or enlisted man. For example, the military record cards for soldiers in the Civil War are filed in part in the Regimental Records Division in the State, War, and Navy Building and in part in the Tenth Street branch. These records are all of the same class and logically should be filed together. Under the present arrangement a request for record information concerning a former officer or enlisted man is sent to the Regimental Records Division, and in a large number of cases (approximately 30,000 a year) the request must be referred to the Tenth Street branch for completion. The case is then referred back to the Regimental Records Division with such records as were found at the Tenth Street branch, and these records are then permanently filed in the Regimental Records Division. All the unnecessary work incident to referring cases to the Tenth Street branch and returning them to the Regimental Records Division would be eliminated if the records were properly filed in one file in the Regimental Records Division.

The medical records, as distinguished from the military records, are now filed in a separate division, part of which is located in the State, War, and Navy Building and part in the Army Medical Museum. It is thus necessary in preparing a statement of military and medical history to refer the case for action to the Regimental Records Division, to the Tenth Street branch (in a large number of cases), to that part of the Medical Division in the State, War, and Navy Building, and, in many cases, to that part of the Medical Division in the Army Medical Museum. The separation of the medical records from the military records is based upon the hypothesis that since the medical records pertain to a special subject they should be filed separately from other records concerning men in the Army. It is contended by the commission that this distinction is unnecessary since the two classes of records must be consulted in order to procure a complete statement of a man's service in the Army. The Adjutant General's Office has adopted the plan of filing in one file the military and medical cards for soldiers in the Spanish War and the Philippine insurrection. It fails, however, to take advantage of having the two classes of records in one file, as it now requires the medical cards to be withdrawn from this consolidated file and sent to the Medical Division for the preparation of that part of the statement of service pertaining to medical history.

By consolidating the records so as to bring together in one file all records pertaining to the service of one man a great saving in the clerical work of furnishing information from the records could be effected. This subject is discussed in detail for each of the divisions having the custody of old military records and it is therefore unnecessary to go into further detail here.

Methods of furnishing information.—The Adjutant General's Office has adopted the policy of assigning one case at a time to the clerk who is to handle it, in all cases classified as "regular correspondence cases." In handling the "statement of service cases" several may be assigned to a clerk at one time, but this practice is not uniformly followed. The reason for the present method is to enable the office to keep track of each individual case, and to insure that no delay occurs in handling it. There is no question as to the desirability of conducting business promptly, but the policy of expediting action on cases has been carried to an absurd extreme in The Adjutant General's Office. The result of the present method is to limit the number of cases which can be handled by a clerk in a day, as a large amount of time is lost in waiting for a case to be received for action. A much larger quantity of work could be accomplished in a day if the chief of each division assigned a number of cases to a clerk at one time, and if attention was given to planning the work, so as to insure its completion without taking a large number of unnecessary steps. The present method of assigning work to clerks searching the files is discussed at length in the report for the Regimental Records Division in Section IV.

The information furnished from military records concerning the service of former officers and enlisted men is of such a nature and is so recorded that it is possible to state it satisfactorily and accurately on printed forms. Such forms are now used in furnishing information to the Pension Office and the Auditor for the War Department in the larger number of cases. There are, however, several classes of requests for statements of military service in connection with which printed forms are not now used, but in which they could be used to advantage, such as requests for statements concerning men who were in the Revolutionary War and War of 1812, and requests from Congressmen, associations, and societies concerning the service of men who were in the Civil War. A large saving of time and expense could be effected by extending the use of printed forms whenever practicable.

G. DEFECTS IN METHODS OF ADMINISTRATIVE CONTROL.

In the introductory part of this report attention was called in a general way to the practice of the office when an error occurs in connection with the clerical work.

As an example of overelaboration in the matter of administrative control of the clerical force of the office, and what appears to be the unvarying policy to go into the utmost detail in all matters, regardless of their importance or of the time or expense involved, it may be interesting to describe this procedure at some length.

When a clerical error has been made the "errorist" is required to submit to the chief clerk of the office, through the chief of his division, a full report in writing setting forth an explanation of the error. The nature of the error report and of the administrative practice in connection therewith will be disclosed by a perusal of the following forms and memoranda, which are self-explanatory.

THE ADJUTANT GENERAL'S OFFICE,
——— *191–.*

Mr. ——— ———:

Referring to case No. ———, ———, 191–, in which ———, I am directed by The Adjutant General to request you to state (*a*) the cause of the apparent error; or, if the cause is not known, (*b*) the probable cause; or (*c*) a theory as to the cause.

The purpose of investigating errors is to learn their specific cause or causes, with the view of adopting measures to reduce the possibility of their occurrence, or to entirely prevent them, according as such remedy may be found feasible.

Having this end in view, you are also requested to (*d*) suggest a remedy for, or guard against, or means of prevention of, this kind of error.

——— ———.
Per

Respectfully returned ———.
(A. G. O. 215)

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60 C4 B2 C3 A — Adm.

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, April 22, 1909.

Memorandum.

Clause (*d*) of the printed request for explanation of error (form 215) asks for a suggestion of a remedy for, or guard against, or means of prevention of, the kind of error under investigation.

When the cause of the error under investigation is due to

1 inexperience,
2 or particular ignorance,
3 or misunderstanding,
4 or forgetfulness of a rule or of a principle,
5 or lack of adequate care,
6 or undue haste,
7 or insufficient attentiveness,
8 or neglect on the part of the explainer,

the adoption and application of the remedy is solely within the power and control of the explainer.

In such event, and also in any event when the explainer of an error himself discovers or recognizes that a feasible and unobjectionable remedy is entirely

within his own control, the printed *clause* (*d*) of form 215 is obviously literally inadequate, and it *should* consequently *be interpreted and answered as though it read as follows:*

"Having this end in view, you are also requested (*d*) to state, if practicable, a remedy for, or guard against, or means of prevention of this kind of error, and if the stated remedy is within your own control you are requested to state (*e*) whether you have adopted it since the occurrence of this error, or (*f*) whether you have now determined to adopt it."

Without this information the record of the investigation would be obviously incomplete.

J. FRECH.

(A. G. O. 105)

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60 C4 B2 C4 C — Adm.

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, April 29, 1912.

Memorandum.

When a suggested feasible remedy, unobjectionable from an economical or other point of view, tending to minimize recurrence of a class of error is beyond the control of the errorist, but is within the control or authority of his immediate official superior, or the chief of the relevant division, a statement should be added by the proper official superior showing whether or not the remedy has been adopted; because, without such statement, the record of the investigation would be *incomplete*, in that it does not show whether the suggested remedy has been adopted, and therefore inquiry in this regard would need to be instituted, thus unnecessarily lengthening the record of the investigation.

J. FRECH, *Chief Clerk.*

(A. G. O. 105)

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60 C4 B2 A2 — Adm.

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, May 16, 1910.

Memorandum.

List and exposition of some topics that it is useful for a chief of division to have in mind when weighing the question of propriety or completeness of an error report (submitted to him by an employee of his division) before forwarding it as a satisfactory report.

An error report that is—

frank,
complete,
precise,
relevant,
explicit,
material,
adequately analytic,
courteous, and
accurate,

is likely to be a proper and satisfactory report.

An improper or defective error report by the errorist is probably either—

(1) Insincere, i. e., it does not disclose some one or more known facts necessary to discuss the cause of the error, which facts are known only to the errorist and are not stated or are distorted, by reason of a groundless fear that their admission may redound to the discredit of the errorist; or

(2) Incomplete, by the omission of a statement regarding (a) the cause of the error, or (b) the cause of the nontimely discovery of having made the error, or (c) a suggestion of a feasible remedy tending to prevent recurrence of the species of error, if the remedy is beyond the control of the errorist, or (d) the adoption, or the determination to adopt, a remedy tending to prevent recurrence, if the remedy is in the control of the errorist; or

(3) Unprecise in part, in that it contains one or more ambiguous material statements; or

(4) Irrelevant in part, in that it contains some matter foreign to the known object of the request for the report; or

(5) Inexplicit, in that it implies the existence of certain material facts without assuming the responsibility of asserting the existence of those material facts; or

(6) Immaterial in part, in that it contains unimportant or platitudinous statements which simply waste the time and attention of the reader; or

(7) Insufficiently analytic, in that the report does not indicate that any serious or scientific study was given to the question of finding a cause or a remedy; or

(8) Discourteous, in that some statement in the report violates a principle of proper deference to an official superior or proper comity toward a coordinate employee; or

(9) Inaccurate, in that the report states a possibility as though it were a probability or states a probability as though it were a certainty.

J. FRECH, *Chief Clerk.*

(A. G. O. 124)

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85 D 3 B 2 A 2 B

Subject: Observance of comity towards coordinate employees and divisions.

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, May 11, 1910.

Mr. ——— ———,
Mail and Record Division.

SIR: Your statement in a report forming part of a written office discussion of the 10th instant, that "the Correspondence Division is apparently incapable of distinguishing between an institution known as the National Home for D. V. S. and an entirely different institution under the control of the U. S. Post Office Department and known as 'National Soldiers' Home Post Office'" is a censorious criticism of the intellectual ability of the C. & E. Division.

If that statement was permitted by me to remain in that written criticism it would imply that the M. & R. Division sanctioned that censorious criticism at least tacitly if not explicitly, and when it reached the C. & E. Division would properly by viewed by that division as a violation of official comity, thus *tending* to cause the uniformly harmonious relations existing between the two divisions to be strained or disrupted, because it would be but natural for a division so treated to feel a desire to retaliate.

I have advertently used the phrase *tending to cause*, because it is very probable that the C. & E. Division under the well-known existing practice of the office in dealing with questions of violations of comity, would report the offensive language to superior authority, and undoubtedly thus obtain, in a proper manner, satisfactory redress for the injury, because it would then undoubtedly become necessary for the M. & R. Division respectfully to make satisfactory amends for its unauthorized expression of censure.

It is fair to assume that when you wrote the statement regarding a coordinate division of the office you were not aware of the fact that it is *a censorious criticism*, it being written in the heavy pressure of business customary at your desk.

Following is a copy of the memorandum by the chief clerk of the office dated September 22, 1909, which is relevant to this question:

1. A censorious criticism of an act of a division, a section, or an employee, comes properly only from an official superior of that division, section, or employee, because no other than such superior is vested with authority or has jurisdiction over the official acts of that division, section, or employee, or is empowered to regulate those acts.

2. A censorious criticism by any division or section or employee that is coordinate with the division or section or employee that is censured, is a violation of that species of courtesy known as comity (courtesy between coordinates or between persons independent of each other).

3. An act that is a violation of the principle of comity is an encroachment on the independence of the person against whom the act is aimed, and is properly and likely to be viewed by him as an attempt to inflict an indignity upon him, such act being in effect an attack upon his dignity.

4. When an act that is a violation of comity is not premeditated, and not deliberate, this fact can not be easily determined by the person against whom it is directed, because nothing but particular ignorance or forgetfulness on the part of the actor would cause him to so commit it; and as particular ignorance and forgetfulness can be easily simulated, the person aggrieved has no certain guide to the motive for the action until, if ever, he has a favorable opportunity to ask the necessary questions.

5. Consequently, it is important for one to become adequately conversant with the principle of comity, otherwise one may frequently give offense unwittingly, and not always find opportunity to explain that it was due to particular ignorance or forgetfulness and not to design.

Following are some relevant extracts from record of prior investigations of other cases:

(October 1, 1904.)

6. As the two divisions are coordinate, and as consequently neither is the subordinate of the other, this makes the censorious judgment by the one division on the other division an extra-jurisdictional one.

7. The principle of comity forbids the expressing by one division of censure on another division, they being coordinates.

8. The expressing, by one in the office, of censure on a division of the office, is only properly done authoritatively by one having authority over the division.

9. The object of the principle of comity between coordinate divisions is to create and preserve the harmony that ought always to exist between them.

March 19, 1906.

10. The language which Mr. A admits he used towards Mr. B is cast in words unmistakably implying official authority to give * * * deserved reproof or censure.

11. As Mr. A is not an official superior to Mr. B, the use of the admitted language constitutes assumption of undelegated authority over a coordinate employee, the exercise of which in an office is subversive of the good order and discipline of the office, being a violation of the principle of comity.

12. Words having the form of * * * a reproof uttered by one not authorized to administer that reproof are in the nature, and are likely to have the effect, of insolence towards the person addressed.

13. It is conceded that Mr. A did not with deliberation intend to assume undelegated authority, and that he did not mean to be discourteous, and that his assumption and discourtesy are due to mere impulsiveness; but this very fact that he does not realize sometimes, as in the present instance, that he does assume undelegated authority and is discourteous in fact makes the habit a difficult one to cure.

The following extract from a work entitled Innes' Human Nature contains some relevant principles which it is deemed useful to quote here:

14. Language may sometimes be used injuriously, in a great measure, through inadvertence, where there was no deliberate bad design. In such a case I have known persons apt to be offended at being reproved for such language merely because they were conscious of no bad intention. This, however, was highly unreasonable. Actions must be judged of by their obvious nature and tendency, and not merely by their alleged design.

15. In this case the want of bad intentions does not prevent the language used from being injurious.

The following extract is from Jeven (Morality, Vol. II, p. 280):

16. Owing to partial or particular ignorance of duty, men do in all sincerity acts to others that are in the eyes of all better instructed persons real wrongs.

The following extract is from Kerl (Composition, 211):

17. When you are in doubt as to the propriety of writing something, experience will teach you that it is nearly always better to omit it altogether. It is often better to say not enough than to say too much. If you are excited, it is better to defer writing until you are cool. Feeling may pass away, but the ink remains; and this may set you in a ridiculous light afterwards. It is best to be temperate in all things; but sometimes it is best to be polite even when justice and your feelings prompt you to be otherwise. Discretion will carry a person farther in this world than genius. Indeed, if a word, once uttered, flies irrevocably, surely no one can be too careful about what he says in ink. In short, let nothing in your letters be in bad taste, and always preserve your temper, your presence of mind, your self-respect, and your dignity.

18. If the liability to violate comity is so great, and if violation of comity is so grave an offense, it may well be asked what can or ought to be done by a division or a section or an employee (say A) without risking a violation of comity, when (A) thinks that some mode or procedure of any other coordinate division or section or employee (say B) avoidably and unfavorably affects the work or proper convenience of A—that is, what can properly be done by A so as to tend to bring about the seemingly needed change in the procedure of B.

19. When a division or section or employee (say A) thinks that some mode of procedure of some other coordinate division or section or employee (say B) avoidably and unfavorably affects the work or the proper convenience of A, and therefore thinks that some step ought to be taken tending to cause a seemingly desirable change in that mode of procedure of B, then A has the choice of at least two alternative courses, neither of which involves a violation of comity.

20. The first course is, let A properly (i. e., without expressing censorious comment) represent to B the basal facts constituting the conceived evil, and with commendable diffidence or modesty add, if possible, a suggestion of what A deems to be a feasible remedy.

21. If this method is for some reason not feasible, or if this method fails, the other course is, let A properly (i. e., without expressing censorious comment) report to A's immediate official superior the basal facts constituting the conceived evil, and add, if possible, a suggestion of what A deems to be a feasible remedy.

22. Each of these two methods is consistent with the principles of comity (courtesy between coordinates).

23. In paragraph 8 of War Department Rules and Regulations of May 8, 1898, it is prescribed that "A courteous demeanor must be maintained toward all persons."

24. The notion courtesy is a genus comprising three species, viz, comity (or courtesy between coordinates); deference (or courtesy from subordinate to superordinate, or inferior to superior, or employee to employer, and the like), and graciousness or condescension (courtesy from superordinate to subordinate).

25. Careful reflection should enable any intelligent person to judge from his own observation and experience that each of these three species of courtesy is distinct from the other two.

It is advised that you carefully study the principles stated in the foregoing memorandum.

A copy of this communication has been kept in order that you can retain this communication for your information and guidance in future.

Very respectfully,

T. C. CARMICK,
Chief, M. & R. Division.

The foregoing copy of a communication containing some extracts from other sources, addressed to an employee of the M. & R. Division of this office by the chief of that division, embodies statements of some ethical principles relating to the questions of exercise of courtesy and of violation of courtesy by one division or section or employee toward another division or section or employee, neither of whom is vested with official authority over the other, and who may consequently, from one point of view, be viewed as being coordinate with each other.

As explained in the communication, the species of courtesy to which it relates is designated by the term comity.

It is desired that the chief of each of the other divisions of this office carefully read the communication and weigh each of the principles or general propositions stated in it, regardless of the source, and state whether in his opinion every one of these principles or general propositions is deemed by him to be sound and useful, or if one or more are deemed by him to be unsound or not useful that he state the reason why he thinks so.

J. FRECH, *Chief Clerk.*

MAY 14, 1910.

I have thoughtfully read the communication from the Chief of the M. & R. Division and fully concur in the principles set forth therein. Their application

and practice in the transaction of business between coordinate divisions or sections or employees would doubtless secure beneficial results by promoting harmony, good will, and a clear understanding among all concerned.

J. W. KIRKLEY.

I have carefully read the communication from the Chief of the M. & R. Division and am of opinion that the principles or general propositions stated therein are all sound and useful.

C. W. SHELTON.

The foregoing communication has been carefully read and the principles or general propositions therein set forth are deemed sound, useful, and practicable. They meet my favorable commendation and will doubtless prove very beneficial in their application to the work of the office.

J. WM. PALMER.

I have very carefully read the foregoing communication from the Chief of the M. & R. Division, and am of the opinion that every principle set forth therein is sound and useful. If human nature were so molded as instinctively or readily to see and adapt itself to those principles of comity, all unpleasant differences likely to arise between coordinates in a great official family like the A. G. O. would be harmonized by this application of the golden rule—"Do unto others as you would be done by"—which is the key to the principles cited in the communication from Mr. Carmick.

R. W. KERR.

The foregoing communication of the Chief of the Mail and Record Division has been read.

I am of the opinion that all of the principles set forth are sound and useful.

F. H. STAFFORD.

I have carefully read the foregoing communication with much interest and find the principle enunciated therein to be sound and useful and will prove beneficial to all concerned.

F. B. HEITMAN.

I concur with Mr. Heitman.

H. W. KOHR.

I have read the foregoing copy of communication of May 11 from the Chief of the M. & R. Division. I am of the opinion that all of the principles therein announced are sound and useful.

H. C. WOOD.

The foregoing communication has been read by me with interest, weighing carefully each of the principles or general propositions stated therein.

It appears to me that there can be no question that each of these principles or propositions is sound, and that the practical application of them will be very useful in any public office.

R. MCDONALD.

I have carefully read the foregoing communication, and fully concur in the several opinions stated hereon that the principles set forth are all sound and useful.

J. N. MANNING.

I have carefully read the foregoing communication from the Chief of the Mail and Record Division and in my opinion the principles or general proposi-

tions stated therein are sound and useful. I heartily concur in the views expressed by Mr. Kerr regarding the same.

H. A. JOHNSON.

I have carefully read the communication and in my opinion every one of those principles or general propositions is sound and useful.

W. E. HARLEY.

I have carefully read the clear statement of principles and general propositions set forth in the foregoing communication. A practical application of the principles enunciated and general propositions advanced, together with the line of action suggested, will insure harmonious relations, efficient service, and the conduct of official business upon the high plane of properly recognized duty and responsibility.

O. B. BROWN.

The foregoing communication of the Chief of the M. & R. Division has been carefully read. I am of the opinion that all the principles set forth therein are sound and useful.

J. B. MORTON.

I have read carefully the statement of principles contained in this correspondence. In my opinion those principles are both sound and useful.

R. J. DONNELLY.

The foregoing communication of the Chief of the Mail and Record Division has been carefully read, and in my opinion the principles set forth therein are sound and useful.

CLAUDE R. ZAPPONE.

3. UNNECESSARY WORK PERFORMED.

At the present time The Adjutant General's Office is performing (*a*) several classes of work which it is believed could be performed more advantageously and more economically elsewhere and which should be transferred from the office; and (*b*) several other classes of work for which there does not appear to be sufficient justification and which should be discontinued.

Work to be transferred.—The work of the first type consists of—

1. Printing, now done at the Tenth Street branch.
2. Binding, now done at the Seventeenth Street branch.
3. Manufacture of index cards and mail jackets, now done at the Seventeenth Street branch.
4. Manufacture of filing equipment and repair of equipment, now done at the Seventeenth Street branch.

As at present conducted, each of these classes of work is performed by expensive hand methods, owing to the lack of proper equipment and plant. Moreover, the printing is of inferior quality, largely because the type and equipment are antiquated and nearly worn out. A further disadvantage is found in the slowness with which the work is performed.

Detailed discussions of the disadvantages of the present attempt to conduct these classes of work, together with recommendations and estimates of possible savings, are given in Section IV in the reports for those divisions of the office performing the work.

Work to be discontinued.—The work of the second type, namely, that which does not appear to be justified, consists of—

1. Preparation of a new edition of an index to general orders for the years 1861 to 1880, now being conducted by the publication branch.

2. Preparation of a report on the organization and casualties of the Union and Confederate Armies.

A new edition of an index to general orders for the years 1861 to 1880 is, in the opinion of the commission, wholly unnecessary. Inquiries made at several offices where such an index might be needed tend to prove that another index is unnecessary. The general orders for each year have been bound and indexed, and in addition a consolidated index for the period 1861 to 1880 was published several years ago. These two complete indexes serve every need, and no justification for spending approximately $14,000 in preparing another edition of the consolidated index has been found. A detailed consideration of this subject is presented in Section IV.

The Adjutant General's Office has not shown any adequate authority for undertaking a work of such magnitude as the preparation of a report on the organization and casualties of the Union and Confederate Armies. This work is far from being completed and will cost many thousands of dollars to finish. It is considered very important that the question of its completion be referred to the Secretary of War for action. For a further discussion, see Section IV.

4. UNSUITABLE CONDITION AND LOCATION OF OFFICE QUARTERS.

As previously explained this report was originally planned to be limited to office methods. As the inquiry proceeded, however, it was found that the work of the office was being carried on in several buildings which are not only in bad condition but are ill suited to the purpose. It seemed desirable, therefore, to extend the inquiry so as to include the location of and the office space occupied by The Adjutant General's Office.

The quarters occupied are the following:

(*a*) State, War, and Navy Building (in part).

(*b*) Ford's Theater Building and Annex, 509 to 515 Tenth Street NW.

(*c*) Building at 610 Seventeenth Street NW.

(*d*) Building at 1712 G Street NW.

(*e*) Army Medical Museum (in part).

In reporting upon the condition of these buildings consideration is given to the following subjects:

(*a*) Location and adaptability for use.

(*b*) Condition of the buildings from the standpoint of fire risks.

(*c*) Condition of electric wiring.

(*d*) General sanitary condition.
(*e*) Condition of plumbing fixtures.
(*f*) Lighting system.

In order that the report might be prepared by men having a technical knowledge of the subjects, the commission requested the Commissioners of the District of Columbia to detail inspectors to visit the buildings listed. In accordance with this request the District commissioners detailed the fire marshal, the assistant electrical engineer, and inspector from the office of the health officer of the District, and the inspector of plumbing. The report on lighting was prepared by an expert detailed to the commission from the Post Office Department.

The subject of location is discussed in one section of this report, in which consideration is given to the five buildings occupied by The Adjutant General's Office and to the relation of these buildings to the other buildings occupied for office purposes by the War Department. The other subjects of inquiry concerning office quarters are considered in connection with each of the four buildings, other than the State, War, and Navy Building, occupied by The Adjutant General's Office.

Location.—At the present time The Adjutant General's Office is located in the following buildings:

State, War, and Navy Building.

Old Ford's Theater Building and Annex, 509 to 515 Tenth Street NW.

Building at 610 Seventeenth Street NW.

Building at 1712 G Street NW.

Army Medical Museum.

The divisions which are located in the State, War, and Navy Building are widely scattered and are not located to good advantage. In this building 181 rooms are used by The Adjutant General's Office, of which number 103 rooms are used for quartering the administrative and current work divisions of the office, and 78 rooms are used for filing old records and archives.

Administrative and current work divisions.—The consolidation of the administrative and current work divisions which has been proposed will facilitate the moving of divisions to better locations and considerably relieve the congestion which now exists. It will also permit location of the new Enlisted Men's Division and new Officers' Division in close proximity to the Mail and Record Division. The best arrangement, in our opinion, to facilitate the work of these divisions would be to place the new Officers' Division on one side of the Mail and Record Division and the new Enlisted Men's Division on the other. It has already been recommended that the personal files of the Mail and Record Division be divided into two sections; those containing the personal papers of officers and those containing the correspondence in relation to enlisted men, so that the file in relation to

enlisted men shall be on that side of the Mail and Record Division nearest to the new Enlisted Men's Division and the officers' record nearest to the Officers' Division. These offices, it is believed, could be arranged on one side of the corridor and be fronted by the new Correspondence Division, composed of the present Correspondence and Examining and Miscellaneous Divisions and the Administration Division, to which the Orders Division is recommended to be transferred. A logical arrangement of these divisions, such as is recommended, would eliminate a great deal of the long-distance messenger services, make the files much more accessible than they are now, and so group offices which are in constant contact with each other as to greatly reduce the large amount of interdivisional correspondence which is now had between these offices.

Archives.—In some instances the records in the custody of a division are widely scattered, the most conspicuous case of this kind being the Archives Division, which occupies rooms in the subbasement, basement, fourth floor, fifth floor, and attic. The following table shows the number of rooms utilized in the State, War, and Navy Building and in other buildings occupied by The Adjutant General's Office for filing old records, the number of such rooms which are suitable for office use, the area (square feet) of rooms and of space occupied by files, the number of employees working on records, and the approximate number of times per year which the old records are consulted for the purpose of furnishing information therefrom:

Offices and rooms of The Adjutant General's Office, War Department.

Buildings.	Number of rooms.			Area of rooms.	Floor space occupied by—		Number of employees.	Number of searches made in files annually.
	Total.	Suitable for offices.	Suitable for files.		File cases.[1]	Open shelves.[2]		
State, War, and Navy:				*Sq. ft.*	*Sq. ft.*	*Sq. ft.*		
Regimental Records	40	36	4	21,293	4,873	238	26	90,412
Archives	33	13	20	19,289	1,850	877	19	18,000
Medical	4	4	.....	2,650	534	[illegible]	13	10,800
Examining section, Mail and Records Division	1	1	.....	584	80	.....	5	2,000
	78	54	24	43,816	7,337	1,123	63	121,212
Tenth Street branch	[3] 9	.....	.....	9,650	2,500	.....	13	45,905
Army Medical Museum	4	3	1	11,950	60	687	[illegible]	1,500
Seventeenth Street branch	[3] 4	.....	.....	5,516	1,000	.....	14	[illegible]500
	95	57	25	70,932	10,897	1,810	93	169,117

[1] Computed on basis of shelving built 12 feet high and with 18 inches space between shelves.
[2] Computed on basis of 84 drawers to a case occupying floor space of 6⅔ square feet to a case.
[3] Not suitable for offices or files.

The above table shows that 78 rooms in the State, War, and Navy Building are used for filing old records of volunteers and of discontinued military organizations. The result of using such a large amount of valuable space in the State, War, and Navy Building for filing these old records has been to prevent the housing in this building of bureaus and offices of the War Department which are conducting business connected with current military affairs. The filing of old records in this building has also forced some of the offices and bureaus which are located in this building to occupy rooms ill adapted to their needs, has prevented a logical arrangement of the rooms used by a single office or bureau, and has caused overcrowding. In many instances the rooms assigned to an office or bureau are widely separated, thus greatly inconveniencing the conduct of the work of the department. The Navy Department, as well as some bureaus in the War Department, are in urgent need of more space in the State, War, and Navy Building, some bureaus being crowded to such an extent that it is difficult to conduct current business advantageously.

Not only are valuable office rooms in the State, War, and Navy Building used for filing old records, but in a large number of rooms on the fourth floor, occupied by the Regimental Records Division, the arrangement of file cases is such as to waste a large amount of floor space. These file cases contain the military-record cards for volunteer troops in the Revolutionary War, Indian Wars, War with Mexico, and Civil War. A standard file case containing seven rows of file boxes is used for filing these record cards. The case, including the ornamental top, is 8 feet 6 inches high, but the upper tier of file boxes is sufficiently low for a man of average height to reach it while standing on the floor. The cases are arranged in the rooms so as to allow a large amount of space in the aisles between the cases and so as to provide excellent natural light to reach each file case. The aisle space between cases will average not less than 6 feet in width. As is shown in the table above referred to, 36 rooms in this division are well suited for use as office rooms, each having excellent natural light and being well situated. The character of the rooms, together with the arrangement of the filing equipment, suggests a private library rather than files of old war records. In fact, these military-record cards of volunteer troops in the Civil War and earlier wars are in all probability occupying more expensive space than is occupied by any large governmental file or library in Washington. Taking into consideration the value of land, the cost of the construction of the building, and the need for space, it may be stated that these old records are occupying much more costly space than is used for filing books in the Library of Congress.

Of the 14 buildings in Washington outside of the State, War, and Navy Building occupied by the War Department for office purposes, only two can be considered as at all well adapted to the purposes for which used. The remaining 12 buildings are in some cases unsafe from the standpoint of fire risk and from the standpoint of sanitary condition. Moreover, these buildings are widely separated, thus materially interfering with the prompt and efficient conduct of business. A table showing the office buildings in Washington other than the State, War, and Navy Building and the Navy Annex occupied by the War and Navy Departments, together with the office occupying them, the space and number of employees in each building, the purpose for which the building is used, and the annual rental are given in the following table:

Location of buildings.	Name of office occupying.	For what purpose used.	Annual rental.	Floor area.	Floor area occupied by files or special equipment.	Number of employees.
WAR DEPARTMENT.				*Sq. ft.*		
509 and 511 Tenth Street NW.	Adjutant General's Office.	Office, printing, files, etc.	(1)	26,952	[2] 2,500	144
1725 F Street NW...	War Department printing office.	Printing plant....	(1)	3,179	.....	24
7th and B Streets SW.	Adjutant General's Office, Medical Division.	Offices and storerooms.	(1)	11,950	747	10
Rear Winder Building.	Ordnance Department..	.....do.....	(1)	7,256	500	4
1800 F Street NW...	Bureau of Insular Affairs.	Offices.....	[3] $720	4,168	151	26
920–922 E Street NW	.....do.....	Storage records....	1,500	3,240	250	.....
1720 H Street NW...	Surgeon General's Office.	Army Medical Dispensary.	2,000	.....	.....	7
721 13th Street NW..	Army Medical School...	Medical School....	8,680	15,270	.....	22
1712 G Street NW...	Adjutant General's Office.	Publication branch.	800	1,828	.....	14
610 17th Street NW..	.....do.....	Office and carpenter shop.	1,500	5,516	1,000	14
1710–1712 Pennsylvania Avenue.	Signal Corps.....	Office and test room.	2,100	4,627	161	29
532 17th Street NW.	Depot quartermaster....	Offices.....	2,500	6,772	530	55
702 17th Street NW.	Militia Affairs.....	.....do.....	2,500	5,599	154	33
1729 New York Avenue NW.	War Department, Supply Division, Post Paymaster, Quartermaster, Public Buildings and Grounds, Commission of Fine Arts, Signal Office, and Adjutant General's Office.	.....do.....	7,200	24,280	1,034	86
Total.....	.....	.....	29,500	120,637	7,020	468

[1] Owned by Government.
[2] Files only.
[3] This building is owned by the Government and the rent is paid to the Treasury Department.

Location of buildings.	Name of office occupying.	For what purpose used.	Annual rental.	Floor area.	Floor area occupied by files or special equipment.	Number of employees.
NAVY DEPARTMENT.				*Sq. ft.*		
Woodward Building, 15th and H Streets NW.	Disbursing Office	Office	1,200	840	47	7
Do	Navy Pay Office	do	1,500	1,036	78	8
Union Trust Building, 15th and H Streets NW.	Navy Allotment Office	do	1,296	1,005	147	9
Southern Building, 15th and H Streets NW.	Paymaster, Marine Corps.	do	2,702	2,009	152	21
Total			6,698	4,890	424	45

It is very important that a complete rearrangement of the offices and bureaus of the War Department should be made at the expiration of the present fiscal year when the leases for the buildings enumerated in the above list will expire. Those offices and bureaus the work of which is connected with current military affairs should be located in the State, War, and Navy Building. Moreover, the offices and bureaus should be so placed in that building as to facilitate the work of each office and to facilitate the cooperation of the several offices and bureaus. A proper arrangement will correct the present conditions under which the rooms occupied by a single office are widely scattered.

All the old military records in The Adjutant General's Office, together with the employees having the custody of and working on these records, should be transferred from the State, War, and Navy Building to a modern fireproof structure suitable for filing such records. Old military records now filed in the Ford's Theater Building, Army Medical Museum, and Seventeenth Street branch of The Adjutant General's Office should also be transferred to the building referred to in the preceding sentence. Such a transfer would bring together in one building all old records which are now scattered throughout the State, War, and Navy Building and other buildings. It will then be possible to rearrange the files, consolidating into one file such papers as logically belong together but which in some cases are now divided into several separate files. The transfer of the old military records from the State, War, and Navy Building will make available sufficient space in that building for the accommodation of those offices of the War and Navy Departments now located in rented quarters but which should be housed in the State, War, and Navy

Building and will also make available sufficient space for the proper accommodation of those offices in both the War and Navy Departments which are now overcrowded. The following table shows the area of floor space in the State, War, and Navy Building which will be vacated by the proposed location of old military records in a new file building, the amount of such space suitable for office use, and the amount of space needed for accommodating those offices of the War Department located outside of the State, War, and Navy Building but which should be transferred to that building:

Floor area avilable in the State, War, and Navy Building.

Name of office or division.	Space available for office purposes.	Space available for filing purposes.
Regimental records, Adjutant General's Office	19,133	2,160
Archives, Adjutant General's Office	3,951	15,338
Medical, Adjutant General's Office	2,650	.....
Examining section, Adjutant General's Office (Mail and Record Division)	584	.....
	26,318	17,498

Floor area required in the State, War, and Navy Department Building to accommodate offices and bureaus now located in other buildings.

Name of office or bureau.	Floor area required for office purposes.	Floor area required for files or storage.
Bureau of Insular Affairs	2,555	.....
Publication branch, Adjutant General's Office	700	.....
Identity section, Adjutant General's Office	.....	.....
Signal Corps	2,300	2,327
Depot quartermaster	5,330	1,190
Militia affairs	4,501	427
LEMON BUILDING.		
War Department, Supply Division	2,493	4,225
Public Buildings and Grounds	2,315	802
Quartermaster General	4,934	1,974
Post paymaster	2,983	.....
Adjutant General's Office	.....	1,475
Signal Corps	.....	350
Commission on Fine Arts	367	.....
Commission on Confederate Soldiers' Graves	367	.....
	28,845	12,770

See note attached.

It has been ascertained that a modern fireproof structure suitable for the safe housing of all the old military records in The Adjutant General's Office and suitable for the accommodation of the employees

who must work upon those records can be rented for not to exceed 25 cents per square foot of available floor area. The actual floor space now occupied for filing these old records is approximately 12,800 square feet, as has already been shown. As has been stated, there is a considerable waste of space in the present method of filing records, so that an estimate based upon the present space occupied would not only provide for the proper housing of all these records, but would also provide a considerable amount of additional space. A computation based upon 25 cents per square foot and upon the floor area now used for filing these old records, with an allowance for working space equivalent to twice the area covered by files, indicates that the annual rental of a building suitable for the proper housing of these records would be approximately $10,000 a year. From a table given above, it is seen that the present rental of the inadequate and scattered office buildings now being used by the War Department is $29,500.

It is thus seen that some of the old ill-adapted buildings now used can be given up and the offices located in these buildings transferred to the State, War, and Navy Building, where they can be better accommodated than at present, and that all military records can be better filed than at present, with a probable decrease in rental cost for the department as a whole.

The initial cost of putting these recommendations into effect would not exceed $10,000. This estimate is based upon figures furnished to the commission by a transfer company which has prepared its estimate upon figures furnished to it by the commission.

FORD'S THEATER BUILDING AND ANNEX.

Fire risks.—The Tenth Street branch of The Adjutant General's Office occupies the old Ford Theater Building, together with an old brick building immediately south thereof known as the "Annex." These buildings are connected by doorways cut through the party walls. In the Ford's Theater Building a large quantity of combustible matter is stored on the first floor. The second and third floors are occupied by clerks, and on these floors is stored a considerable quantity of combustible matter, including a large number of photographic films, which are highly inflammable. In the opinion of the fire marshal it would be difficult for the clerks on the second and third floors to escape in case of fire. The attic is constructed of wood, and if it caught on fire the fire would spread quickly all through the building. The electric wiring in this building is in bad condition and is liable to cause a fire at any time. The protection against fire and the equipment provided for fighting fire consist of (*a*) a fire hose which, upon inspection, was found to be leaky and which throws a stream of water insufficient to reach from one end

of the building to the other; (*b*) hand grenades of an old type and, in the opinion of the fire marshal, of little value in fighting fire; and (*c*) a fire escape, access to which is difficult because the windows leading thereto are high and partly obstructed by radiators placed in front of them. The report of the fire marshal is summarized in the statement that the building is, "in my opinion, unfit and unsafe for its present use, and should be torn down and a modern fireproof building provided."

Electric wiring.—The report of the electrical engineer detailed to the commission is summarized as follows:

> The defects therein (that is, in the electric wiring) are too numerous to mention in detail, but the general conditions may be summed up as follows: There is a large amount of open wiring; there are wires run in wooden molding, long and dangerous cord extensions, open fuse devices, bare wires, circuits very much overloaded and overfused, and many other defects. Were such conditions as exist in this building found in any private building in the District of Columbia, the entire insulation would be condemned as defective and dangerous.

Inspection by health office.—The inspector detailed by the health officer summarizes his report as follows:

> The stairways and landings were unclean and dusty. * * * The structural condition of this building is not good, and it is maintained in an unclean condition. In my judgment, the building is inadequately ventilated and is not supplied with sufficient natural light. I again call attention to the fact that men are employed at printing presses located in a toilet room, and that without proper ventilation.

The toilet room referred to in the preceding sentence is located on the first floor of the old Ford Theater Building and is occupied by the printing section. Five employees are regularly employed in this room, which contains three water-closets, four washbowls and a slop sink. The floor around the closet bowls is covered with sheet iron which, at the time of inspection, was in foul condition. The room is lighted during working hours by artificial means and is not adequately ventilated. The statement of the fact that five employees are regularly working in a toilet room is a sufficient criticism of this deplorable condition.

Condition of drinking water.—The commission requested the Bureau of Chemistry to make a bacteriological examination of the drinking water contained in the water coolers in the Tenth Street branch. Samples of water from the hydrant were also examined. The Bureau of Chemistry reported as follows:

> The results of the examination show the water coolers in the chief clerk's office (i. e., office of clerk in charge of Tenth Street branch) and the rear cooler on the second floor to be badly contaminated from filth. The cooler in the photographic room is also of a suspicious nature. All of the waste cans show decided filth. In no case do any of the coolers show as good results as did either the hydrant water or the ice used in the coolers.

Plumbing.—The report of the inspector of plumbing is summarized as follows:

On account of the several openings directly between the soil lines and the interior of the building a peppermint or smoke test would be of little value. These openings permit sewer air to enter the building freely at all times, and inasmuch as evidence indicates that the main soil stack is partially obstructed at the foot, it is believed more or less sewer air is forced into the various rooms every time a large fixture is discharged. The long runs of waste pipe between the fixtures and the traps have large fouling surfaces and can not be considered sanitary. Straight-hopper closets or washout closets, the latrine method of connecting up batteries of closets, horn-vented fixtures, the discharging of fixture waste over a cesspool trap, etc., are not considered sanitary and would not be allowed by the District of Columbia regulations. If this building was the property of an individual and complaint was made to the District authorities, notice would be served upon the owner requiring a more or less complete remodeling and the replacing of these obsolete fixtures with fixtures of approved type. The toilet rooms in this building have wood floors and wooden water-closet inclosures, which should not be allowed in a public building where many persons are employed. The number of fixtures is ample for the number of employees.

Lighting system.—The building is lighted by a plant located in the basement of the Ford's Theater Building and operated by The Adjutant General's Office. The equipment consists of two high-pressure boilers, an engine and generator, and one obsolete type of belt-driven unit. The switchboard is equipped with both modern and obsolete instruments which do not give correct readings. The ammeter at 160 amperes showed excessive heat and the dial was discolored and charred. The lamps are of an old style and the majority of them give insufficient light.

The cost to The Adjutant General's Office for generating light is between 9 and 10 cents per kilowatt hour, while the cost per kilowatt hour of current furnished by the electric-light company is 6 cents. Unnecessary expense is incurred at this branch through burning a large number of lamps when the light is not needed. A section of one floor containing hatracks is lighted by 16 lamps, which burn continuously, although these hatracks are visited only three times daily and frequently are supplied with adequate natural light.

The commission arranged for the temporary installation of new lights in one section of the second floor. A 250-watt lamp was placed in the center of four rectangular spaces, these lamps taking the place of thirty-two 16-candlepower lamps. A similar installation on the whole of this floor would result in a reduction in current of 821 watts and in an increase in light of 400 candlepower. It is thus seen that with a proper lighting system a considerable saving in cost could be effected, while at the same time proper and sufficient light could be furnished.

The conditions in this building may be summarized as follows: It is unsafe from the standpoint of fire risks, the electric wiring is not

properly protected, the sanitary condition is bad, the plumbing fixtures are in bad repair and allow sewer gas to constantly escape into the building, and the lighting is inadequate and unnecessarily expensive.

Building at 610 Seventeenth Street NW.—This building is a five-story brick structure of old design and is occupied by the Seventeenth Street branch of The Adjutant General's Office, comprising the following sections:

(*a*) Files of Confederate prisoner-of-war records and of duplicate military records.

(*b*) Binding section.

(*c*) Section repairing mutilated documents.

(*d*) Carpenter shop.

The condition of the building as reported by the inspectors is described in full in Section IV of this report and may be here summarized as follows:

1. The protection against fire is inadequate. There are no fire escapes and the stairways are of wooden construction. The use of gas between files of combustible records and papers is dangerous. In order to insure proper protection from fire, two 3-gallon fire extinguishers should be provided for each floor.

2. The electric wiring and equipment are not properly protected. The District of Columbia inspector found it necessary to make 18 specific recommendations for the removal of present dangerous conditions. Most of the recommendations pertain to the motors and equipment in the carpenter shop.

3. General sanitary condition was reported as fair, with the exception of some of the toilets, which were reported by both the inspector from the health department and the plumbing inspector as being in an insanitary condition. The plumbing fixtures are of an old type and in bad condition, and, in the opinion of the plumbing inspector, "the plumbing work in this building should be entirely remodeled."

Building at 1712 G Street NW.—This building is a three-story brick dwelling house. It is occupied by the publication branch of The Adjutant General's Office, which consists of a clerical force of about 15 employees.

The condition of the building as reported by the inspectors is stated in detail in Section IV of this report, and may be here summarized as follows:

1. The building is not properly protected against fire.

2. There is only a limited amount of electric wiring in the building and a minor recommendation only was made concerning it.

3. The sanitary condition is bad. The inspector found drinking water in corroded metal coolers, the walls and ceiling dusty, the fixtures in the toilet rooms in a foul condition, and a basement toilet with a broken bowl, causing the floor to be in a filthy condition.

SECTION IV.

Criticisms and Constructive Recommendations with Respect to the Work of Each Division of the Office.

In Section III attention has been given to the general conditions which are thought to be adverse to doing the work of the office of The Adjutant General at Washington with greatest economy and efficiency, and to constructive suggestions which go to this more general aspect of the subject of this report. The purpose of Section IV is to consider each of the operating subdivisions and point out wherein it is thought improvement may be made in the particular work carried on there. The method of presentation is first to state the conclusions of the commission in form of specific recommendations, then to give the reasons for making them.

ADMINISTRATION DIVISION.

In another part of this report the transfer to this division of the present Distribution and Orders Divisions and parts of the work of the publication branch and Regimental Records Division is recommended and discussed in detail.

Summary of recommendations.—It is recommended:

1. That the present elaborate method of investigating errors and breaches of discipline be changed to a more simple and direct one.
2. That the supervision in this division of the preparation and distribution of descriptive circulars of deserters from the Army be discontinued.
3. That the conduct in this division of correspondence connected with the personal-identification system be discontinued.
4. That the salary of the chief clerk of the office be $2,500 per annum.
5. That on completion of the reorganization of The Adjutant General's Office, in accordance with the recommendations contained in Section III of this report, the subclerical force be reduced 50 per cent.

With the adoption of the foregoing recommendations the present force of 11 clerical and 98 subclerical employees, with salaries aggregating $91,170 per annum, can be reduced to 11 clerks and 55 subclerical employees, with a total annual salary expense of $60,420, thereby saving $30,750 per annum.

1. *That the present elaborate method of investigating errors and breaches of discipline be changed to a more simple and direct one.*

The present method of investigating errors and breaches of discipline on the part of employees is not only elaborate, but so extremely analytical as to obscure the primary purpose of the investigation.

When clerical errors are made, employees are requested to state "(*a*) the cause of the apparent error, or, if the cause is not known, (*b*) the probable cause, or (*c*) a theory as to the cause," and also to "(*d*) suggest a remedy for, or guard against, or means of prevention of this kind of error."

This last clause, (*d*), is followed by a request that, if the stated remedy is within the employee's own control, he state (*e*) whether he has adopted it since the occurrence of the error, or (*f*) whether he has now determined to adopt it. Not only does this method tend to obscure the primary purpose of the investigation, but retards the development of an esprit de corps so desirable in an office as large as The Adjutant General's. An illustration of this phase of administrative policy has been given at length in Section III of this report.

That a more simple method should be adopted, which will not only require less time on the part of employees and their official superiors but will promote the spirit of cooperation, is recommended.

2. *That the supervision in this division of the preparation and distribution of descriptive circulars of deserters from the Army be discontinued.*

Some years ago, when the practice was commenced of advertising deserters from the Army by the distribution of descriptive circulars, The Adjutant General ordered that "proof" of the circulars pass over his desk for approval. This was done for the purpose of keeping in touch with the new method. The order was never rescinded, although there are now very few of the cases that are put on the desk of The Adjutant General. Supervision over the preparation of descriptive circulars is now exercised in the identity section, and any work in this connection repeated in the Administration Division is an unnecessary duplication and should be discontinued.

3. *That the conduct in this division of correspondence connected with the personal identification system be discontinued.*

As all work connected with the identification records is now performed in the identity section, it seems more logical for the correspondence in connection with them to be conducted there.

4. *That the salary of the chief clerk of the office be made $2,500 per annum.*

The salary of the chief clerk of this office is $2,000. Many chiefs of divisions of The Adjutant General's Office are receiving $2,000, as are also two employees in the Administration Division. The chief clerks of some other Government offices with smaller forces and less difficult work are receiving more than $2,000. The Adjutant General's Office is by far the largest of the offices in the War Department, having about 610 employees. It is believed that the chief clerk of this office, having great responsibility, should receive at least $2,500 per annum.

5. *That, on completion of the reorganization of The Adjutant General's Office in accordance with the recommendations contained in Section III of this report, the subclerical force be reduced 50 per cent.*

The messenger force of The Adjutant General's Office is at present assigned to three classes of work, namely, the "five-minute mail route" service, the special or room service, and the general or miscellaneous service. There are 12 messengers assigned to the "five-minute mail route" service, and until the several divisions of the office can be so grouped that the route will be shortened we do not recommend a reduction in this force.

Forty-seven messengers are engaged in the special or room service, of whom seven are assigned to The Adjutant General and his assistants and 40 to the divisions. This large force is unnecessary and will be especially so after the reorganization of the office has been effected. The Adjutant General has four assistants, and one messenger for each officer should be sufficient. There are now 18 divisions in the office and under the reorganization there will be 8. By assigning three messengers to the proposed Administration Division, three to the Mail and Record Division, and one each to the other six divisions it is believed that adequate service will be provided.

The performance of char work by the messenger force will be discussed in a report in course of preparation, which will contain recommendations affecting all offices and bureaus located in the State, War, and Navy Building.

The general or miscellaneous messenger service performs such various functions as assisting the skilled mechanic, repairing typewriters and operating the addressograph, and substituting for mail route or room messengers who may be on leave or sick. Eight messengers and five watchmen are at present assigned to this work. An allowance of six substitutes for the 29 mail route and room messengers recommended is ample provision for absences caused by sick and ordinary leave.

As it has been recommended that the work of the skilled mechanic be transferred, there will be need for but two other messengers for this class or group, namely, one messenger to repair typewriters and operate the addressograph and one assistant messenger to do the printing to be transferred from the Regimental Records Division.

The advisability of this large reduction will be apparent when it is remembered that 22 messengers are now required to do the work of those divisions and branches which are scattered. With the consolidation of files and related work the messenger work will be reduced 50 per cent.

Four employees are assigned to duty as watchmen, of whom one is an assistant messenger and three regularly designated watchmen. Three are at the Tenth Street branch, and one at the Seventeenth Street branch, who also cares for the building at 1710 G Street NW. Five to be assigned to the proposed new file building are all that will be necessary on the reorganization of the office.

As the adoption of our recommendations will involve an extensive rearrangement of the files and furniture, the present force of laborers, 17, will doubtless be needed to effect the change. However, the final requirements of the office will permit of a material reduction from the present force. Three for the proposed file building and six for the State, War, and Navy Building should be ample.

The present force at the Tenth Street branch buildings, consisting of an engineer, assistant engineer, and two firemen, can be transferred to the proposed file building, maintaining the present salary expense for this work.

Savings.—The following table shows the present organization and salary roll of the division with the subclerical force divided according to the classes of work to which that force is assigned:

CLERICAL FORCE.

1	chief clerk	$2,000
2	chiefs of divisions	4,000
4	clerks, class 4	7,200
3	clerks, class 3	4,800
1	clerk, class 2	1,400
11	Total	19,400

SUBCLERICAL FORCE.

Messengers:			
"Five-minute mail service"—			
1	messenger	$840	
10	assistant messengers ($720)	7,200	
1	messenger boy	360	
12	Total		$8,400

Messengers—Continued.			
Special messenger service—			
Officers—			
3 messengers (840)	$2,520		
4 assistant messengers ($720)	2,880		
7 Total		$5,400	
Divisions—			
4 messengers ($840)	3,360		
36 assistant messengers ($720)	25,920		
40 Total		29,280	
General messenger service—			
7 assistant messengers ($720)	5,040		
1 messenger assisting skilled mechanic	840		
1 messenger repairing typewriters	840		
9 Total		6,720	
68 Grand total for messenger force			$49,800
Miscellaneous:			
1 engineer and superintendent		1,650	
1 assistant messenger		900	
2 firemen ($720)		1,440	
1 skilled mechanic		1,000	
8 watchmen ($720)		5,760	
17 laborers ($660)		11,220	
30 Total			21,970
98 Grand total for subclerical force			$71,770
Total salary expense for division			91,170

NOTE.—One assistant messenger is assigned as watchman at the Seventeenth Street building and five watchmen are assigned to duty as assistant messengers.

With the adoption of our recommendations the force necessary for this division will be as follows:

CLERICAL FORCE.

1 chief clerk	$2,500
2 chiefs of division as assistants	4,000
4 clerks, class 4	7,200
3 clerks, class 3	4,800
1 clerk, class 2	1,400
11 Total	19,900

SUBCLERICAL FORCE.

Messengers:		
"Five-minute mail service"—		
1 messenger	$840	
10 assistant messengers ($720)	7,200	
1 messenger boy	360	
12 Total		$8,400

Messengers—Continued.				
Special messenger service—				
Officers—				
2 messengers ($840)	$1,680			
3 assistant messengers ($720)	2,160			
5 Total		$3,840		
Divisions—				
5 messengers ($840)	4,200			
7 assistant messengers ($720)	5,040			
12 Total		9,240		
General messenger service—				
8 assistant messengers ($720)		5,760		
37 Grand total for messenger force			$27,240	
Miscellaneous:				
1 engineer		1,400		
1 assistant engineer		900		
2 firemen ($720)		1,440		
5 watchmen ($720)		3,600		
9 laborers ($660)		5,940		
18 Total			13,280	
55 Grand total for subclerical force				$40,520
Total salary expense for division				60,420

This is a reduction in the subclerical force of 43 persons and in the salary cost for the whole division of $30,750.

Methods of keeping time records and of preparing pay rolls.—The commission is preparing a general report on the subject of time records and pay rolls for the consideration of all departments. The report will probably be completed in about one month after this report is submitted, and will contain suggested forms for the keeping of time records and preparation of pay rolls, together with recommendations on the method of filing.

PUBLICATION BRANCH.

Summary of recommendations.—1. That the building now occupied by the branch be vacated upon the expiration of the present lease.

2. That the present organization be discontinued.

3. That the work of furnishing information from the "Official Records of the Union and Confederate Armies" be transferred to the Archives Division.

4. That the work of completing the publication of the "Official Records of the Union and Confederate Armies" be transferred to the Archives Division.

5. That the file of ordnance reports for the period 1861–1863, consisting of 80 volumes of original records, be transferred to the Archives Division.

6. That the work of verifying inscriptions for memorials be transferred to the Archives Division.

7. That the question of completing the compilation of the report showing the geographical and tactical organization, engagements, and casualties of the Union and Confederate Armies be referred to the Secretary of War for decision.

8. That if the work described in the foregoing recommendation is to be continued it be transferred to the Archives Division and that a sufficient force be assigned to it to insure its completion within a reasonable period of time.

9. That the work of compiling a subject index of War Department general orders and circulars from 1860 to 1880 be discontinued at once.

10. That proof reader be transferred to the Administration Division and given charge of all proof reading for The Adjutant General's Office.

With the adoption of the foregoing recommendations, the present force of employees will be available for assignment to other work, with the exception of the proof reader and of the force engaged on the work described in recommendations Nos. 7 and 8, if that work is to be continued. The present force on the latter class of work is equivalent to the full time of five clerks with a total annual salary expense of $7,400. This amount added to the salary of the proof reader, $1,400, makes a total of $8,800, which will be required after the adoption of the recommendations. A saving of $14,000 is thus effected.

The annual rental of the building is $800 and the cost of fuel approximately $150, the total of which can be saved and made available for meeting a part of the expense of the new file building.

1. *It is recommended that the building now occupied by the branch be vacated at the expiration of the present lease.*

The publication branch is located in a building at 1712 G Street NW. This building has three stories and basement, contains nine rooms, and is an old dwelling house. The annual rental for this building is $800, and it is believed that buildings in the immediate neighborhood, of the same size and architecture and in as good condition, could be rented for approximately $500 per annum. An annual lease is taken for this building.

The office quarters are considered with respect to the following subjects:

(*a*) Fire risks.

(*b*) Electric wiring.

(*c*) General sanitary condition.

(*d*) Plumbing.
(*e*) Lighting.
(*f*) Heating.

Fire risks.—The general engineer headquarters of the fire department, in accordance with the request of the commission, detailed Mr. P. W. Nicholson, fire marshal, to inspect these premises.

The fire marshal found this building constructed of combustible material; the first and second floors occupied by a clerical force with the usual amount of wooden office furniture, wood office cases and paper records all of combustible material; a portion of the basement used for the storage of firewood; an open wood stairway from the first to the third floor, and that the building was not properly protected against fire. The report of the fire marshal is appended.

OCTOBER 12, 1912.

Mr. FRANK J. WAGNER,
Chief Engineer, District of Columbia Fire Department.

SIR: In conformity with the order of the Commissioners of the District of Columbia, and in compliance with the request of Mr. M. O. Chance, secretary of the President's Commission on Economy and Efficiency, accompanied by Mr. W. H. Fowle, a representative of the commission, I have the honor to report that I visited and made an examination of premises 1712 G Street NW., occupied by the Publication Division of The Adjutant General's Office, and found it to be a three-story brick building formerly occupied as a dwelling and built of combustible material; the first, second, and third floors are occupied by the clerical force, which consists of about 14 persons (male and female), with the usual amount of wood office furniture, wood file cases, and paper records, all of which are of combustible material, the basement, a portion of which is used for the storage of firewood and heating plant. There is an open wood stairway from first to third floors, also a rear stairway extending from first to second floors which is also of wood construction. In fact, the two stairways are practically together. On each floor there is a fire ax and three hand grenades, which are unreliable. The building is not properly protected. There should be at least one 3-gallon fire extinguisher on each floor and one in basement. As a matter of fact, this is an old building formerly used as a dwelling, and taking into consideration the number of people employed here the rooms are entirely too small. The ventilation and sanitary conditions are, in my opinion, poor. Therefore I consider that this building is not adapted for office purposes and should be abandoned, and a building of modern fireproof construction be provided and metal filing cabinets provided.

Very respectfully,

P. W. NICHOLSON, *Fire Marshal.*

Wiring.—In compliance with a request of the commission, the electrical equipment of this building was inspected by an engineer of the office of the electrical department, Engineer Commissioner of the District of Columbia.

His report is as follows:

The wires in this building are for bells, telephones, and fire-alarm box only. As to the fire-alarm box, the only modification recommended is that the cable running to this box be placed in rigid conduit. If this is desired, please notify

the electrical engineer, District of Columbia, in order that arrangements may be made for changes or repairs.

No further report is made on the equipment in this building, as this department has no regulations governing the other installations. The bells, including fire-alarm gongs, are under the control of the building department, District of Columbia.

Sanitary condition.—The commission called upon the Commissioners of the District of Columbia and requested that they detail a sanitary inspector to make a report of the conditions of these premises. He found several of the rooms to be unclean, the drinking water contained in corroded metal coolers, and the cooler stand to be very unclean. He further found the woodwork of the building to be dusty; the bowl in one of the closets to be corroded, unclean, and very foul; the water-closet bowl in the basement broken, and the floor filthy; the bathtub and stationary washstand in an insanitary condition; and the drainage in the areaway bad. In the rear of the basement a water-closet was found with the bowl broken in half, and as no flush tank was provided the odor was very bad.

The detail report of the sanitary inspector is appended hereto.

OCTOBER 29, 1912.

WILLIAM C. WOODWARD, M. D.,
Health Officer, District of Columbia.

SIR: I have the honor to present the following special report relative to the inspection of premises 1712 G Street NW., known as the G Street branch of The Adjutant General's Office, War Department.

This is a semidetached three-story and basement, bay-window brick building of the ordinary dwelling design, and is provided with natural light on the north, west, and east.

It is heated by means of a hot-air furnace, latrobes, kitchen range, gas stove, and open grates, which apparently afford adequate facilities.

There are a sufficient number of windows and doors (such as are found in ordinary dwellings) to give proper light and ventilation. It is artificially lighted by gas, some of the fixtures of which are in need of repair.

Separate and sufficient water-closet facilities are provided for the male and female employees. There is no crowded condition as regards employees in any room of the building.

Third floor.—The only room on this floor occupied regularly was found to be unclean, as was also the hallway.

The drinking water, in which ice is used, is contained in a corroded metal cooler. The stand upon which it rested was unclean, as was also the bucket which receives the waste water. This condition relative to drinking water and appliances, existed, though in a less degree, throughout the building.

Second floor.—The woodwork was dusty as was also the records. The toilet room on this floor contains a water-closet, stationary washstand, and an old-style boxed bathtub. The fixtures were in fair condition with exception of the bowl, which was corroded, discolored, and unclean. The ceiling paper in this room was also discolored, evidently caused by previous dampness.

First floor.—The walls and ceiling of the rooms on this floor were generally unclean, occasioned by the presence of dust and cobwebs. The wall paper in

the hall is torn at places and contained dust. In the toilet room on this floor the water-closet, bowl, and marble base were foul.

Basement.—In places the wainscoting and floor showed a condition of dry rot. The front room, used for storing firewood, etc., is unclean and in disorder. The walls of the hallway were dusty and the paper torn.

The kitchen floor under the sink was dilapidated. The pantry floor, walls, and ceiling were unclean. The bowl of the water-closet in the basement was broken, and the floor was in filthy condition.

The bathtub and stationary washstand are wood, incased, and in an insanitary condition.

Yard and areaway.—The tops to the cesspools in the front and side areaways are broken. The yard and side areaway surface drainage is bad. The rear yard at a point drains directly against the wall of the building, and the paving of the side areaway at places is broken and contains depressions.

The building as a whole, from a sanitary viewpoint, is maintained in poor condition.

Date of inspection, October 10, 1912.

J. FRANK BUTTS, *Sanitary Inspector.*

Plumbing.—At the request of the commission the District Commissioners detailed the inspector of plumbing to make a report on the conditions of the plumbing in this building, which is appended hereto.

[Memorandum of inspection of plumbing in the G Street branch of The Adjutant General's Office, 1712 G Street NW.]

Third floor.—Sink O. K.

Second floor.—Copper-lined bathtub, cracked siphon jet water-closet bowl, marble wash basin.

First floor.—Wash down water-closet bowl in old pantry, which is broken and leaky; very dirty marble floor slab under same.

Basement.—Cocks over wash trays and sink leaking. Broken cesspool in rear area. Two-piece iron and china hopper in outside closet badly broken. In front of basement unused copper-lined bathtub and marble basin inclosed in woodwork. Front area cesspool broken.

Peppermint test.—O. K.

General.—All vents low, so that they can be used as waste in case main soil or waste line becomes obstructed.

All unused fixtures should be removed and outlets properly sealed, and fixtures in use should be cleaned and repaired where necessary.

Lighting.—The natural light in this building is limited and the artificial light inadequate. The building is at present lighted by gas, the jets are of an old design, poorly distributed, and in most instances arranged in chandeliers in the center of the room. The cost of gas is included in the rent.

Heating.—This building is heated primarily by furnace, augmented by latrobe, open fire grate, kitchen stove, and a small gas stove. The heating arrangement is expensive and unsatisfactory. The registers are small and one room, 18 feet by 12 feet, has only one small register placed in the wall 5 feet from the floor. In answer to questions asked by representatives of the commission, it was ascertained that coal

gas frequently escapes into the rooms occupied by the employees. Although this building is not occupied at night, a fire has to be kept during cold winter nights in the kitchen stove and latrobe, in addition to the furnace, in order to keep the water pipes from freezing. An average of 17 tons of coal and 6 cords of wood are consumed per annum in heating this building.

2. *It is recommended that the present organization be discontinued.*

The work for which this branch was originally organized has been largely completed. As a result, the branch is now engaged upon a number of distinct and unrelated undertakings which apparently have been given to this branch in order to maintain it as a separate organization. These several undertakings logically belong in other divisions of The Adjutant General's Office. In the following detailed criticisms and suggestions definite recommendations are made for the transfer of each of several undertakings to its proper division in The Adjutant General's Office. The adoption of these recommendations will abolish the publication branch as a distinct unit of organization, and will effect a saving in the administrative and overhead costs of this branch. Such saving should equal at least the full time of the clerk in charge and would be approximately $1,800 per annum.

3. *It is recommended that the work of furnishing information from the "Official Records of the Union and Confederate Armies" be transferred to the Archives Division.*

The publication branch reported that one of its classes of work is answering, by reference to the publication entitled "Official Records of the Union and Confederate Armies," inquiries calling for historical and statistical data concerning the Civil War. The Archives Division is engaged in the same class of work and the inquiries answered by the latter division frequently require a reference to be made to the "Official Records of the Union and Confederate Armies." Of the communications which are assigned to the Publication Division, approximately 75 per cent require reference not only to the published records but also to the original records in the custody of the Archives Division, and to a small extent to those in the Regimental Records Division or some other division of The Adjutant General's Office. In these latter cases the publication branch furnishes such information as can be procured from the published records and then refers the case to the Archives or other appropriate division for a search of original records. In these cases it is seen that an unnecessary handling of the case is made since information from the published records can be supplied by the Archives Division as well as most of the information re-

quired from the original records. It is wholly unnecessary and is a loss of time to have two divisions furnishing data from the same publication and in essentially the same class of cases.

The work of furnishing historical data logically belongs in the Archives Division where the larger part of such information must be procured. It is recommended that such work now performed in the publication branch be transferred to the Archives Division. The transfer of this work to the Archives Division will not make it necessary to increase the force employed in that division. As has been pointed out in the critical report of the Archives Division, the number of employees in that division is kept sufficiently large to handle promptly the largest day's work, so that there is a large amount of lost time during the greater portion of the year. The number of cases referred to the publication branch for the preparation of historical or statistical reports is comparatively small, there being only 360 cases of all classes received in this division per annum.

4. *It is recommended that the work of completing the publication of "Official Records of the Union and Confederate Armies" be transferred to the Archives Division.*

The publication branch reported that it is engaged upon completing two unpublished volumes of the "Official Records of the Union and Confederate Armies." Upon inquiry it is found that the original intention was to publish two volumes in addition to those already published. It was designed that any material which should be discovered subsequent to the publication of the report could be incorporated in these two volumes. No work is being done toward the compilation of these volumes other than holding such material as has been collected since the publication of the official records and the adding to that material any other which may come to the attention of the officials or employees of The Adjutant General's Office. No research work is being done in order to collect material for these volumes and to complete their compilation. Inasmuch as the compilation of historical data is closely related to the work now performed by the Archives Division, it is recommended that this work be transferred to that division. The transfer of this work to the Archives Division will not make it necessary to increase the force employed in that division.

5. *It is recommended that the file of ordnance reports be transferred to the Archives Division.*

It was ascertained that the publication branch is also making use of some original military records in its custody for answering re-

quests for information. These original records consist of 80 volumes of ordnance reports for the period 1861 to 1863. The balance of these reports are filed, with all similar records, in the Archives Division in the State, War, and Navy Building. No reason could be given for filing this small number of original reports in the publication branch instead of in the Archives Division, where they properly belong. As has already been stated in the general comments on this branch, the building is far from being fireproof, and no original or other valuable records should be filed in it. Because the building is not fireproof, any records which might be borrowed by the publication branch from the State, War, and Navy Building for use in connection with its business must be returned at the close of business each day. The inconsistency of compelling the return each day of records temporarily borrowed from the State, War, and Navy Building and of keeping permanently in the publication branch some original records is unexplainable. It is recommended that these 80 volumes be transferred to the Archives Division.

6. *It is recommended that the work of verifying inscriptions for memorials be transferred to the Archives Division.*

The publication branch reports that one of its classes of work is the verification of the text of all inscriptions for monuments, tablets, or other memorials to military commands or individuals to be placed in national military parks. The draft of the proposed inscription is referred to this branch for verification from the Mail and Record Division. In 90 per cent of these cases the proposed inscription can be verified by reference to the published "Official Records of the Union and Confederate Armies." In the remaining 10 per cent of the cases it is necessary to call upon the Archives or some other division of The Adjutant General's Office for additional information. This work is of the same nature as that already considered in the section dealing with furnishing information from "Official Records of the Union and Confederate Armies."

It is a loss of time to refer communications of this nature to the publication branch, especially when they require reference to the Archives Division or any other division for supplemental information. There is a loss to the office in having a single class of work, such as furnishing information of historical nature, divided up illogically among several divisions. This work properly belongs in the Archives Division and it is therefore recommended that it be transferred to that division. The transfer of this work to the Archives Division will not make it necessary to increase the force employed in that division.

7. *It is recommended that the question of completing the compilation of the report showing the geographical and technical organization, engagements, and casualties of the Union and Confederate Armies be referred to the Secretary of War and that some definite policy as to this work be adopted.*

At the time of the preparation of this report two men were assigned to the work of compiling the report, showing the organization, engagements, and casualties of the Union and Confederate Armies. One of these men receives a salary of $1,800, and his principal duty, as explained to us, is making arrangements for the borrowing of original Confederate records in the possession of individuals. The other clerk engaged upon this work receives $1,600 a year. These two men are old and somewhat enfeebled, so that they are able to make very little progress in their work. At former periods a larger part of the publication branch has been engaged in the preparation of this report. The clerk in charge reported that the annual salary cost of this work during 1912 was as follows:

1 clerk of class 4; full time	$1,800
1 clerk of class 4; 10 per cent of time	180
1 clerk of class 4; 25 per cent of time	450
1 clerk of class 3; full time	1,600
4 clerks of class 2; 25 per cent of time	1,400
1 clerk of class 1; 20 per cent of time	240
1 clerk of class 1; 50 per cent of time	600
4 clerks of class 1; 25 per cent of time	1,200
Total	7,470

The work has not yet progressed sufficiently for the publication branch to make any estimate as to the time required for its completion. The work of compiling this report appears to be considered of small importance, and as now administered it consists of merely a nominal assignment of work to two superannuated employees.

In reply to an inquiry as to the authority for this work, the following statement was furnished by the chief clerk of The Adjutant General's Office:

No record of authority for the preparation of the compilation showing the geographical and tactical organization, engagements, and casualties of the Union and Confederate Armies has been found. The former chief of the publication branch died January 3, 1912. It is understood that samples of the proposed work were submitted to the Secretary of War about 1901 by the Chief of the Record and Pension Office, and that the Secretary of War authorized the preparation of the compilation.

This is a wholly unsatisfactory statement of authority for the performance of so extensive and expensive piece of work. Furthermore, it is noted that "samples of proposed work were submitted to

the Secretary of War about 1901 by the Chief of the Record and Pension Office, and that the Secretary of War authorized the preparation of the compilation," while the actual work of compilation was not commenced until five years later, or 1906, as reported to us.

It is recommended that the question of completing this work be referred to the Secretary of War and that some definite policy as to this work be adopted. If the work is worth doing, it is suggested that definite arrangements be made for its completion within a reasonable time. If the work is not worth completing, it should be laid aside and the two men now on it assigned to other work.

8. *It is recommended that, if the work described in the foregoing recommendation is to be continued, it be transferred to the Archives Division and that a sufficient force be assigned to it as will insure its completion within a reasonable period of time.*

If this work is continued, it is recommended that it be transferred to the Archives Division and that such number of employees be assigned to this work as will be able to complete it within a reasonable length of time. It is necessary that several of these employees have had experience in handling and searching original War Department records, so that they may have the knowledge necessary for the proper direction of the work. A large part of the work could be performed to advantage by young clerks receiving salaries of $900 to $1,200. Such clerks could perform this work in a satisfactory manner and in much more rapid time than it could be done by the older employees of The Adjutant General's Office receiving higher salaries. The employees assigned to this work should be organized into a distinct section of the Archives Division.

9. *It is recommended that the work of compiling a subject index of War Department general orders and circulars be discontinued at once.*

The principal work of the publication branch at the present time is the compilation of the subject index of War Department general orders and circulars from 1860 to 1911. As has been stated in the descriptive report, the index for the period 1881 to 1911 has been completed, so that the work now in progress covers the period from 1860 to 1880.

The purpose of the subject index has been stated in the following language by the chief clerk of The Adjutant General's Office:

With respect to the purpose and use of the subject index, it may be stated that it is much needed in aid of current administratiive and other work of the offices and persons supplied with it, as it enables one to find readily and

quickly all orders and circulars issued within the period involved and pertaining to any particular subject, so that those orders and circulars may be consulted in the consideration of the subject without requiring the laborious and time-consuming work of searching the separate indexes of the many volumes of orders and circulars issued within that period. In other words, it serves the same purpose for all the volumes that the index of any one volume serves for that particular volume.

That part of the index which covers the period from 1881 to 1911 has been printed in an edition of 2,500 volumes, which have been distributed as follows:

Office Secretary of War	5
Office Chief of Staff	10
Inspector General's Office	5
Judge Advocate General's Office	10
Quartermaster General's Office	100
Commissary General's Office	100
Surgeon General's Office	60
Paymaster General's Office	70
Office of Chief of Ordnance	70
Chief Signal Office	15
Coast Artillery	5
Army War College	30
Bureau of Insular Affairs	5
Division of Militia Affairs	5
Philippines Division	300
Eastern Division	320
Western Division	310
Central Division	300
Executive departments:	
State	3
Treasury	5
Navy	10
Interior	3
Post Office	3
Agriculture	2
Commerce and Labor	3
Justice	3
Library of Congress	3
Senate Library	1
House Library	1
War Department Library	2
Auditor for War Department	5
Senate Committee on Military Affairs	2
House Committee on Military Affairs	2
Total	1,768
Leaving on hand	732

While this subject index may be of value to The Adjutant General's Office, to the Chief of Staff's Office, and several other offices in the War Department and to the commanding officers of the several divi-

sions of the Army, it is of little or no value to many of the offices and departments to which copies have been sent. Inquiries made at some of these offices disclosed the fact that the index was not used at all, and a search was required in order to locate the copies which had been furnished by The Adjutant General's Office, but which had been laid away as being of no use.

The general orders and circulars for each year in the period 1860 to 1911 have been bound, so as to bring together in one volume the orders and circulars for a single year. Each of these volumes is thoroughly indexed so as to show the names of the officers and men and the subjects referred to in the orders and circulars. Furthermore, a consolidated index for the period from January 1, 1809, to December 31, 1860, was published by The Adjutant General's Office in 1886; a consolidated index for the period from January 1, 1861, to December 31, 1880, was published by the same office in 1882; and a consolidated index for the period January 1, 1881, to December 31, 1900, was published by the same office in 1901. It is thus seen that the preparation of an index for the period 1860 to 1880 is a duplication of work and that the preparation of a consolidated index from 1881 to 1911 is a duplication of work so far as the years 1881 to 1900 are concerned. Moreover, the preparation of any consolidated index is a duplication of work, inasmuch as the orders for any one year are thoroughly indexed.

Investigation into the use made of indexes to general orders and circulars has developed the fact that there are so few instances in which a consolidated index is of value to the War Department, Auditor for the War Department's office, and other offices making references to general orders and circulars that there is no justification for incurring the heavy expense necessary to prepare a new edition of a consolidated index for the period 1860 to 1911. The indexes to the orders and circulars issued each year, together with the consolidated index which was published by The Adjutant General's Office in 1882, are without any question wholly adequate for the period 1860 to 1900.

It has been reported by the clerk in charge of the publication branch that the clerical cost of preparing the index for the period 1860 to 1880 is approximately $11,500. It is probable that the actual cost of clerical work is considerably in excess of this amount. The work on the index was commenced in April, 1912, and it is estimated that it will be completed in April or May, 1913. The clerks who are engaged in the preparation of this index, their salaries, and the amount of their salaries chargeable to the compilation of this index, as estimated by the clerk in charge of the publication branch, are as follows:

Name of employee.	Salary.	Salary chargeable to preparation of index.
E.A. Woodward	$1,800	$1,530
J. S. McCoy	1,800	1,350
George W. Cox	1,400	350
Robert A. Kantz	1,400	1,050
Wm. R. Lee	1,400	490
John N. Bovee	1,400	1,050
Watson B. Mundelle	1,200	900
Roy Zapf	1,200	480
Mrs. Emma Leckie	1,200	900
Miss Caroline L. Harrold	1,200	780
Miss Julia P. Humphrey	1,200	900
Miss Mary F. Guss	1,200	780
Miss Francis O. Smalley	1,200	900
		11,460

The cost of printing the consolidated index for the period 1860 to 1880 will be approximately $3,211, which was the cost of printing the similar index for the period 1881 to 1911.

In view of the facts that the general orders and circulars for each year are thoroughly indexed, that a consolidated index has already been prepared for the period 1860 to 1880, and that there is only a small need for a consolidated index, it is recommended that this work of preparing a revised edition of the consolidated index be discontinued at once. Since the clerical work on the index is only about one-half completed, the discontinuance of this work at this time will effect a saving of over $5,000 in salaries. Furthermore, there will be a saving of approximately $3,200 to be gained from eliminating the printing of the proposed index upon which the publication branch is now working.

Since it has been recommended to discontinue the work upon the consolidated index for 1860 to 1880, it is unnecessary to make any recommendations as to improved work methods which might be adopted in connection with the conduct of this work. It might be pointed out, however, that this work of indexing general orders logically belonged in the Orders Division, which is engaged in indexing current Army orders. Moreover, a criticism might be made of the method employed in preparing the material for the index. The present method involves unnecessary work in that hand-written and typewritten lists of the material to be included in the index are prepared. By modifying the present method of revising the entries on the slips it would be possible to omit the preparation of the hand-written list and to prepare the typewritten list directly from the edited slips.

Criticism might also be made in this place of the number of volumes of the consolidated index for the years 1881 to 1911 which were published. Of the edition of 2,500 volumes, 1,768 have been distributed and 732 remain in stock. A much larger number of volumes were distributed to many offices than could possibly be used by those offices. Moreover, copies were sent to other offices which have no need for such a publication. If the edition had been limited to a thousand volumes, which would have been as large as could possibly be justified, the printing cost would have been reduced by at least $800.

10. IT IS RECOMMENDED THAT THE WORK OF PROOF READING BE TRANSFERRED TO THE ADMINISTRATION DIVISION.

The proof reading done in this branch of The Adjutant General's Office comprises work on reports compiled in other divisions of The Adjutant General's Office. Two clerks are employed on proof reading, each receiving a salary of $1,400 per annum, and each devoting about one-half of his time to this work. The greater part of the proof reading that is sent to this division should be done in conjunction with the office where the data is compiled, or with some one having a technical knowledge of the subject matter. For instance, in proof reading such material as the competitive examination questions for West Point Military Academy, the annual report of The Adjutant General, the official register of the officers and cadets of the Military Academy, the report of the Board of Visitors at the Military Academy, and proceedings of the general courts-martial, it would be of advantage to have as copyholder an employee from the division preparing the material or an employee having knowledge of the subject matter.

The clerk who does the major part of the proof reading is well adapted to this work, having had a number of years' experience as a proof reader at the Government Printing Office. As much of this proof reading is of a technical nature and requires a man not only with experience as a proof reader, but with education and experience in the War Department, it is recommended that the clerk with experience as a proof reader be transferred to the Administration Division and given charge of all of the proof reading for The Adjutant General's Office, instead of giving only a portion of his time to this work and being located in a building at a distance from the offices in which the original data is prepared. It is further recommended that in proof reading all technical and involved reports, an employee having technical knowledge of the subject matter be temporarily assigned to hold copy.

COST OF WORK AND SAVINGS.

Cost of work.—The commission has not received satisfactory figures upon which to base an accurate statement of cost of the several lines of work conducted in the publication branch. This seems to be due in part to the fact that some of the work is being conducted in a loose fashion and not according to any well-defined plan. In view of the fact that the salary roll for this branch is $22,800 per annum, it is highly important that the work should be thoroughly planned and the assignments of work definitely made.

The salary cost of the several lines of work is estimated as follows, using for these estimates the statement submitted by the clerk in charge:

1. General administration, including keeping time and property records, preparing requisitions, and supervising cleaning of building	$1,790
2. Searching records for information in answer to requests for information and for verification of proposed inscriptions for monuments, memorials, etc	420
3. Preparation of report showing organization, engagements, and casualties of the Union and Confederate armies	7,470
4. Preparation of subject index of general orders and circulars	11,460
5. Proof reading	1,120
6. Twpewriting, unassigned	540
Total	22,800

Savings.—The recommendations for this division provide for abolishing or transferring all work, with the result that the employees of the division may be assigned to other work, with the exception of the proof reader at $1,400 and of those employees engaged in the preparation of the report showing "Organization, engagements, and casualties of the Union and Confederate armies," provided the War Department decides to continue this latter class of work. Assuming that the work on this report will be continued, the employees of this division to be retained on their present work are as follows:

Proof reading: 1 clerk, class 2		$1,400
Preparation of report:		
1 clerk, class 4	$1,800	
1 clerk, class 3	1,600	
2 clerks, class 2	2,800	
1 clerk, class 1	1,200	
		7,400
Total		8,800

One of the clerks of class 2 in the above list is in place of four clerks now devoting part of their time to this work, as follows:

1 clerk of class 4, 10 per cent of time	$180
1 clerk of class 4, 25 per cent of time	450
1 clerk of class 1, 20 per cent of time	240
1 clerk of class 1, 50 per cent of time	600
Total	1,470

The annual saving in salaries will accordingly be $14,000, or the difference between $22,800, the salary roll, and $8,800, the salaries of employees to be continued on present work. It is to be noted that the amount allowed for proof reading is $1,400, although the clerk in charge estimated the cost of this work at $1,120.

An additional annual saving will be effected by vacating the building now occupied by the publication branch. The annual rent is $800 and the cost of fuel approximately $150, the total of which can be saved. The other costs of operating this building may be considered as offsets to the cost of housing the six employees to be continued on present work.

The total annual saving effected by the recommendations for this branch are thus approximately $14,950. The reduction in the number of employees is 10.

Distribution Division.

In another section of this report the transfer of this division to the Administrative Division is recommended and discussed in detail.

The work of this division, consisting of the keeping and dispatching of books, forms, circulars, orders, and regulations, would seem to be conducted in a fairly efficient manner.

Orders Division.

In another section of this report the transfer of this division to the Administration Division is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

1. That drafts of orders be prepared on sheets of paper 8 by 10½ inches in size.
2. That retained copies of orders be filed flat.
3. That the divisions drafting the order prepare "call-up" cards in duplicate, one to be retained in the division drafting the order and the other in the Orders Division.
4. That the window envelope be used.

5. That the practice of indorsing on the consolidated order the names of all persons to whom extracts are sent be discontinued.

With the adoption of the foregoing recommendations the present force of employees can be reduced to six clerks, with a total annual salary expense of $7,600, thereby saving $2,800 per annum.

The original drafts of orders are received by this division written on paper varying in size from 8½ inches wide by 4 inches long to 8½ inches in width by 6 feet in length. When the order has been printed the original drafts are fastened together with a "Dennison" fastener and at the close of the day are folded and filed in a document file. It is often necessary to consult the drafts and, under the present method of filing them, it is an awkward and tedious operation.

It is recommended that the original drafts be prepared in the issuing division upon sheets of paper 8 inches wide by 10½ inches long and when more than one sheet is required for a particular order that additional sheets of the same size be used. The adoption of the above recommendation would admit of these papers being filed flat, in which condition they would be more accessible.

When a general order or bulletin is issued 11,000 copies are printed and sent to the Distribution Division; these are all sent out except from 900 to 1,000 copies. The Distribution Division retains approximately 40 copies for the files in that office, and the remainder is sent to the Orders Division for filing. The Orders Division keeps a file of these general orders and bulletins for a period of five years, and at the end of each year the matter which has been in the file more than five years is transferred to the Distribution Division, where the permanent file of such records is maintained. Thus both the Orders Division and Distribution Division are keeping complete files of these records for a period of five years. This practice is wholly unnecessary and is the cause of a waste of valuable filing space.

The excess copies of these documents, namely, 900 to 1,000 of each issue, occupy a great area of filing space. The number could be reduced by at least one-half and still amply supply all requirements, and with the discontinuance of the duplicate file in the Distribution Division, would make available one desirable office room in the State, War, and Navy Building.

There is some duplication in regard to the system followed of keeping track of the status of a general order which has been prepared for printing. A card is made out in the division in which the order is drafted, which card is held in the Mail and Record Division and called up at stated times, and in addition practically the same card is again written in the Orders Division and retained on file in that division for calling up from time to time. We recommend that when the draft of the order is prepared the division from which the order originates make a card in duplicate; one to be retained in the divi-

sion, and the second to be transmitted to the Orders Division with the draft of the order. The card retained in the division which prepares the draft of the order will serve as a check upon the Orders Division only, and the Mail and Record Division will be relieved of calling the matter up from time to time to determine the status of an order in process of preparation. The direct supervision, however, will rest with the Orders Division, where naturally it belongs. That division will file chronologically the duplicate card containing the subject matter of the order, and by that means keep in close touch with orders in process of printing. As there are only an average of 10 or 15 orders outstanding, that is to say, in process of printing, it will be an easy matter for the Orders Division to keep track closely of all orders being prepared there. This will also eliminate the roundabout method of tracing up the course of an order and wholly relieve the Mail and Record Division of routine work in connection with that business. When in the opinion of the chief of the Orders Division an inquiry should be made as to the status of a particular order, such can be done by means of a simple form.

When the extract of special orders is written, the names of the officers, enlisted men, and others to whom these extracts are to be mailed are written thereon. When the printed supply of extracts has been received by the Orders Division, an addressing clerk writes at the bottom of each printed extract which is to be sent to a particular officer or individual the name of that officer or individual. The addressing clerk then addresses the envelopes from the addresses written on the margin of the original draft of the order. When the envelopes have been addressed, a combined copy of the special order for that particular day is then used to record the name and address of each person to whom a copy of the extract has been sent.

Thus it will be seen that the name of each individual to whom orders are sent is written four times; first, on the typewritten draft of the order; secondly, on the envelope; thirdly, at the bottom of the printed extract; and fourthly, on the combined order. The danger of error is of course enhanced with each writing of the name and address and a careful comparison is necessary in order to preclude against error in transmission of the printed extracts.

It is believed that considerable time could be saved, and greater accuracy secured, if the window envelope were employed, so that the address at the bottom of the printed extract could also serve as the address of the piece of mail matter inclosed in a window envelope.

We also recommend the discontinuance of the permanent record of names and addresses to which copies of the orders are sent, on the ground that they are used only to establish the fact that an order has actually been sent to a particular address. This object will be sub-

served by the preservation of the draft of the order itself, which contains this information.

SAVINGS.

There are now eight employees in this division, with salaries aggregating $10,400 per annum. With the adoption of our recommendations this force can be reduced to—

1 clerk, class 3	$1,600
1 clerk, class 2	1,400
3 clerks, class 1, with salaries aggregating	3,600
1 clerk at $1,000	1,000
6 employees at a total annual salary expense of	7,600

A reduction in force of two persons and in salary cost of $2,800.

Mail and Record Division.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That incoming correspondence, after being received-stamped, be divided into two classes, (1) new cases, and (2) that in connection with which there would appear to be previous papers.
2. That the first class of correspondence be distributed for direct transmission to the relevant division without recording it in any way.
3. That the second class of correspondence be sent to the files for previous papers to be attached and then transmitted directly to the relevant division.
4. That the work now performed by the examining section in reviewing statements of service be discontinued.
5. That the name of The Adjutant General be affixed to statements of service by means of a stamp.
6. That the auditor's office be advised when second or subsequent calls for statements of service are received, at the same time furnishing all available information, and that the practice of sending an employee to search and examine the files in the auditor's office be discontinued.
7. That notation be made on the military record card jackets in the Regimental Records Division in those statement-of-service cases from the auditor and the Commissioner of Pensions which have not been so noted, approximately 180,000.
8. That the consultation of record cards of previous statement-of-service cases be discontinued.
9. That the file of beneficiary record cards be discontinued.

The principal recommendations affecting the Mail and Record Division have already been set forth and discussed in detail in that

section of our report containing suggestions on the general business system of The Adjutant General's Office, and there remains, therefore, but little to be said in regard to the work of this division. The adoption of our recommendations would make of the present Mail and Record Division a file room, primarily, to which would be added the incidental work of receiving, opening, and distributing incoming and dispatching outgoing mail.

With the adoption of our recommendations in regard to the handling and filing of correspondence the present force of 105 employees with salaries aggregating $136,000 per annum can be reduced to 35 employees at a total annual salary expense of $47,400, thereby saving $88,600 per annum.

1. *It is recommended that incoming correspondence, after being received-stamped, be divided into two classes, (1) new cases, and (2) that in connection with which there would appear to be previous papers.*

We recommend that the receiving clerk examine the incoming correspondence, receive-stamp it, preferably by means of a perforating machine which will make it possible to stamp a number of communications at once and furnish the safeguard of being unchangeable, and immediately distribute it for transmission to the relevant division, or to the file room if it appears there may be previous papers.

The receiving clerk will determine from a reading of a letter whether it is likely that there are previous papers on the subject or in relation to the individual or not, and if there are previous papers whether it will be necessary to forward them to the relevant division. Most of the intermediate and complicated processes will thus be eliminated, the dispatch of the mail to the relevant division will be expedited, and the indexing will be reduced to the making of cross-reference cards when correspondence is returned to the files.

2. *It is recommended that the first class of correspondence be distributed for direct transmission to the relevant division without recording it in any way.*

We recommend that the first class of correspondence be distributed according to the divisions to which it pertains, by means of a distribution case from which it will be collected, periodically, by the messenger service for direct transmission to the proper division without passing the communication through the files or recording it in any way. The theory of initially passing correspondence through the filing division and recording and indexing it is, first, to give it a number; secondly, to record somewhere the purport of each communication; and thirdly, under the extensive routine of The Adju-

tant General's Office, to keep tally of each piece of correspondence, so that if an inquiry is made for any letter pending its treatment in the office, the fact of its receipt can be definitely determined and trace for it be instituted.

As a practical proposition, however, the experience of the other large departments of the Government has been that it is unnecessary to keep track of every piece of correspondence entering the department, although years ago this was the almost universal method in all departments, as well as in outside business establishments. Recent studies to simplify methods have resulted in a consideration of the embarrassments which would result if certain safeguards and recording practices heretofore followed were abandoned. These studies have tended to show that detailed and extensive systems were beneficially operative only in respect of a comparatively insignificant portion of the incoming correspondence, and usually brought with them complications which of themselves counteracted or offset all the benefits which the carefully devised system was supposed to bring. So the civil departments, and to a considerable extent, the other military departments of the Government, have gradually cut off elaborate records as they have found it possible to do so without injuring the efficiency of the service or letting down bars which might occasion embarrassment or impair the rights of individuals.

3. *It is recommended that the second class of correspondence be sent to the files for previous papers to be attached and then transmitted directly to the relevant division.*

We recommend that the second class of correspondence be sent to the files for previous papers, and when previous papers have been attached, to be distributed according to divisions in the same manner as in the case of the first class of correspondence referred to.

It is proposed that in those cases where there are previous papers, for convenience in handling, the existing record cards shall be withdrawn from the file instead of the original documents, attached to a backing sheet, and that the incoming and succeeding correspondence shall likewise be attached to the backing sheet in chronological order, the latest communication being on the top of the file, so that a case consisting of previous papers and recent correspondence will comprise in part record cards and in part communications on sheets approximately 8 by 10½ inches in size. The attaching of the record card to a backing sheet will be a simple and expeditious matter if a punching machine operated by a foot press is employed. It will only be necessary to take the record cards, divide them into three equal parts, place them on the backing sheets and with one stroke of a lever the cards will be permanently attached to the backing sheet.

When incoming correspondence has been transmitted directly by the receiving clerk to the relevant division, and it appears upon examination by the correspondence clerk in that division that search should be made for previous papers, he should indorse in the upper right-hand corner of the correspondence the symbol "PP" and throw the correspondence in the mail box for transmission to the file room by the messenger service.

Under our recommendations briefing and recording will be absolutely eliminated, while indexing will be reduced to that small amount of cross indexing and referencing which may be necessary to locate communications which embrace more than one subject. The operations of briefing, recording, and indexing incoming correspondence engage 46 clerks all of their time. The aggregate salaries amount to $58,000 per annum, all of which will be saved except that small sum necessary to prepare and maintain cross indexes of the document files. The recording of outgoing correspondence is an operation which it is difficult to measure either in point of time consumed or in terms of money value, since it is not separated from the preparation or correspondence and is scattered all through the divisions of The Adjutant General's Office. This may be said, however: The record of incoming correspondence is a synoptical one only, whereas the record of outgoing correspondence is a full verbatim copy of each outgoing communication. The number of recorded outgoing communications being approximately the same as the number of recorded incoming communications, and recording being an operation of greater extent with outgoing than incoming mail, it is obvious that the cost of the operation is very much greater. In the report of handling and filing correspondence made by the office of The Adjutant General, February 15, 1911, to the commission, the operation of recording outgoing correspondence was included as part of the cost of preparing outgoing correspondence which amounts in total to $204,940 per annum in salaries alone. Fifty thousand dollars per annum, or about one-fourth of the total cost of preparing outgoing correspondence, is therefore regarded as a conservative estimate of the saving to be secured from a discontinuance of the recording of outgoing communications.

4. *It is recommended that the work of reviewing statements of service be discontinued.*

The examination of statement-of-service cases, which is made in this section, consists of a general review for the purpose of ascertaining whether the request for information have been answered and whether the answers appear to be complete and reasonable. Atten-

tion is also given to comparing the name, military organization, and dates in the request and in the reply. No comparison of the data in the reply with the records from which the data is copied can be made in the examining section.

The examining section returns to the divisions preparing statement-of-service cases not only those which appear to be inaccurate but also those which contain information in addition to that requested. Employees of this section estimate that they return on an average of about 50 cases per day, or approximately 10 per cent of the total number handled. Of the total cases returned only a very small percentage is erroneous. This is evidenced by the fact that the Regimental Records Division, which prepares over three-fourths of the statements of service, received during the year 1912 from the examining section only 268 cases which contained errors disclosed by the examining section. The discovery of errors in only 268 of the 76,000 cases prepared in the Regimental Records Division shows that the review of these cases in the examining section is unnecessary.

The examination of statements in order to ascertain if more information has been furnished than was requested should be discontinued, as this practice tends to restrict the usefulness of the statements made to the Pension Office and auditor's office. Instead of limiting the reply, as has been the custom in The Adjutant General's Office, greater assistance would be rendered to the Pension Office and to the Auditor for the War Department if a full reply were made, instead of one limited to such information as is called for by a literal interpretation of the request.

Before being submitted to the examining section, the cases are reviewed to some extent in the divisions preparing them. After a study of the methods used in the several divisions, it is believed that it would be wholly safe to hold the several divisions responsible for the accuracy of their statements, without requiring these divisions to make any further review of the statements than they are now making.

In view of the facts (1) that the work of preparing statements of service is performed with accuracy, (2) that the divisions are now reviewing their work to some extent, and (3) that the review of cases by the examining section is perfunctory, it is believed that the accuracy of the work and the efficiency of the office will in nowise be impaired by omitting the review of cases now performed by the examining section.

It is recommended that the work now performed by the examining section in reviewing and examining statements of service be discontinued.

5. *It is recommended that the name of The Adjutant General be affixed to statements of service by means of a stamp.*

After the statements of service have been approved by the examining section, a clerk in that section signs with pen and ink the name of The Adjutant General to these statements. The signing of The Adjutant General's name to these papers requires the full time of a $1,400 clerk. Since these statements are made by The Adjutant General's Office for use by the Pension Office, auditor's office, and other governmental offices, it would seem to be wholly satisfactory, if the name of The Adjutant General was stamped upon such communications instead of being written by hand. The work of stamping the signature could be performed at two periods each day, once in the forenoon and once in the afternoon, and it would take not to exceed one-half hour at each of these periods. This work should be performed by a clerk in the receiving and dispatching section of the Mail and Record Division. Moreover, it is unnecessary to utilize the services of a $1,400 clerk on such simple routine work as the stamping of an officer's name to routine communications.

It is accordingly recommended that hereafter the name of The Adjutant General be affixed to statements of service by means of a stamp, and that a low-salaried clerk be employed for performing this work. If deemed desirable or necessary, the initials of the proper official can be entered below the signature on each communication. Such initialing would doubtless be done by some administrative official. The work of initialing the signature need not be considered in connection with the work of the examining section.

The adoption of the recommendation to substitute the use of a stamp for the present practice of writing The Adjutant General's name with pen and ink would effect an annual saving of at least $1,000.

6. *It is recommended that the auditor's office be advised when second or subsequent calls for statements of service are received, at the same time furnishing all available information, and that the practice of sending an employee to search and examine the files in the auditor's office be discontinued.*

Whenever the examining section is advised by the Regimental Records Division that prior requests for information have been received in any case, the examining section consults the correspondence record card which was made out in connection with the first request for information. If there are any matters connected with the case which are complicated or difficult of explanation, it is then customary for one of the searchers in the examining section to go to the office of

the Auditor for the War Department. The searcher from the examining section has authority to personally withdraw from the auditor's files any papers which may have a bearing upon these complicated cases. In place of the withdrawn papers the searcher inserts a charge card and uses the papers from the file in the same way as if they were withdrawn from a file in The Adjutant General's Office. This practice results in The Adjutant General's Office performing work which belongs in the auditor's office.

The examination of the papers in the auditor's file should be performed by employees of the auditor's office and the case disposed of by the auditor's office upon such evidence as his own records show, and upon such evidence as can be furnished to the auditor by The Adjutant General. If The Adjutant General's Office presented such information as their military record cards and other records show concerning a man's military history, in place of limiting the replies in accordance with a strict interpretation of the question, it would be unnecessary for The Adjutant General to send any of his employees into the files of the auditor's office.

It is recommended that hereafter The Adjutant General's Office advise the auditor's office in all those cases where a second or subsequent call for information concerning statements of service has been received, at the same time furnishing the auditor's office with such information as is available in The Adjutant General's Office. It is further recommended that the practice of sending an employee of The Adjutant General's Office into the files of the auditor's office be discontinued. The adoption of this recommendation will eliminate a large part of the work now performed by the searcher who visits daily the files in the auditor's office.

7. *It is recommended that notation be made on the military record card jackets in the Regimental Records Division in those statement of service cases from the auditor and the Commissioner of Pensions which have not been so noted, approximately 180,000.*

At present all requests from the auditor and the Pension Office for statements of service have been noted on the jackets containing the military record cards in the Regimental Records Division, with the exception of approximately 180,000 such requests. The entry on the flap of the jacket in the Regimental Records Division shows the searcher that prior call for information has been made and enables The Adjutant General's Office to so advise the auditor or the Commissioner of Pensions. An exception to this general rule occurs in the 180,000 cases which have not been noted on the file jackets, with the result that it is necessary to consult the index cards for these cases, which are filed in the examining section.

The work of examining these index cards would be eliminated and the cards themselves might be destroyed if the fact that a request for information in these cases were noted on the file jacket in the Regimental Records Division. In view of the fact that such notations have been made in all but this small percentage of statement of service cases, it would be of advantage to have these cases entered on the military jackets and thus establish a uniform system of recording the fact that requests for statements of service have been received and also of establishing a uniform practice with respect to the method to be followed in ascertaining whether such a request has been received.

It is recommended that a notation be made on the flap of the military-record card jackets filed in the Regimental Records Division to indicate that requests for statements of service have been received in the 180,000 cases which have not yet been so noted. It is further recommended that after these notations have been made, the index cards for these 180,000 cases be disposed of as being of no further value to The Adjutant General's Office. It is also recommended that in the future in noting requests on the military card jacket that the claim number shown on the call from the Pension Office or from that of the auditor's office be entered in addition to such facts as have been entered in the past. Under this proposed plan the Regimental Records Division will indorse on the forms on which are entered the statements of service the fact that a prior call has been made for this same information, together with the date when made and the claim number of the case. The adoption of this recommendation will eliminate a part of the work now performed by the examining section.

8. *That the consultation of record cards of previous statement-of-service cases be discontinued.*

Elsewhere in this report the practice of preparing record cards for statements of service cases has been discussed. This practice has been criticized as being unnecessary, and it has been recommended that the recording of these cases be discontinued. In connection with this recommendation, it is here pointed out that the examining section retains the record cards in its active files, in room 51, for a period of two years. After the lapse of that period of time the record cards are then transferred to a file in room 552, which is located in the attic. It is stated by the examining section that the files in the attic are consulted on an average of six times a day. Practically all of the cases requiring consultation of these old record cards are those cases in which the Regimental Records Division has advised the examining section of a prior request for information in a given case. Such a consultation of the record cards is unnecessary since the

Regimental Records Division can enter on the statements of service the fact that such prior request was made and thus enable the office making the request to be on its guard against allowing the claim a second time.

If the Regimental Records Division reports the fact of the prior call, there will then be practically no use for the old record cards of statement of service cases.

9. *It is recommended that the file of beneficiary record cards be discontinued.*

Beneficiary record cards are prepared in the examining section from the reports of enlistments sent in by recruiting officers. The purpose of these cards is to enable The Adjutant General's Office to ascertain the name and address of the beneficiaries of enlisted men. This information is used by The Adjutant General's Office in connection with the distribution of circulars descriptive of deserters. The cards are filed alphabetically by the names of the men. The file now contains approximately 192,000 cards. With the consolidation transfer of the identity section to the proposed Enlisted Men's Division, the file of original reports of enlistments will be equally as accessible as the present card file.

The work transferred to other divisions or sections of The Adjutant General's Office consists of the signing of the name of The Adjutant General to statements of service and the work of preparing the beneficiary index cards and supplying information from those cards. The saving to be effected by eliminating such work as it has been recommended should be eliminated, will amount to between $6,000 and $6,500 annually. In this connection it should be noted that one of the recommendations, namely, that for noting on the flap of the military record card jackets in the Regimental Records Division such requests for statements of service as have been so noted, will involve an initial expense for putting the recommendation into effect. The other recommendations here made will involve no expense for putting them into effect.

Summary of savings.—The adoption of the recommendations contained in the preceding sections of this report will either eliminate or transfer all of the work now performed by the examining section.

The present administrative expense of the Mail and Record Division is approximately $11,600, consisting of the salaries of six chiefs of sections and one chief of division. With the work of 70 clerks eliminated the administration expense can be reduced to the salary of one chief of division and two utility clerks with salaries aggregating $4,600 per annum.

The following table shows the various classes of operations now performed, with the salary cost of each, compared with those necessary under the proposed method, with the salary cost of each:

Present salary expense of the Mail and Record Division compared with that estimated when the proposed methods for handling correspondence have been adopted.

Administrative.	Present.		Proposed.	
	Clerks.	Salary cost.	Clerks.	Salary cost.
Chief of division and 2 utility clerks	3	$4,400	3	$4,600
Chief of briefing, recording, and indexing section and 2 assistants	3	4,600	.....	.....
Chief of record card files	1	1,800	.....	.....
Chiefs of document files	2	3,400	.....	.....
Opening mail, stamping with numbering machine, and distributing	5	6,600	3	4,000
Briefing, recording and indexing (cross-referencing)	39	48,800	2	3,200
Searching the index or file	9	11,200	9	11,200
Withdrawing record cards	3	3,400	3	3,400
Connecting cases	2	2,600	3	4,000
Tally desk	2	3,200	.....	.....
Consolidating and filing index cards	12	13,600	.....	.....
Making file jackets for index cards	1	1,400	.....	.....
Reviewing record cards	3	5,800	.....	.....
Filing record cards	2	2,200	.....	.....
Suspended file	1	1,200	1	1,200
Examining statement of service cases	4	6,000	.....	.....
Dispatching and signing The Adjutant General's name	3	4,400	2	3,000
Cipher clerk	1	1,600	1	1,600
Document files	8	9,800	8	11,200
	105	136,000	35	47,400

As will be seen by the foregoing table, there are now 105 employees in this division with salaries aggregating $136,000 per annum. With the adoption of our recommendations this force can be reduced to—

1 chief of division	$2,000
1 clerk, class 4	1,800
4 clerks, class 3	6,400
14 clerks, class 2	19,600
13 clerks, class 1	15,600
2 clerks, at $1,000	2,000
35 employees at a total annual salary expense of	47,400

A reduction in force of 70 persons and in salary cost of $88,600.

Miscellaneous Division.

In another section of this report the consolidation of this division with the Correspondence and Examining Division and the transfer

of the custody and compilation of efficiency reports to the proposed officers' division are recommended and discussed in detail.

RECOMMENDATION.

It is recommended that the items in efficiency reports relating to the professional qualifications of officers be stated as ratings, after the manner of grading examination papers, and that such ratings be posted to individual cards so as to show in compact form the proficiency of each officer upon any subject for which he has shown special fitness.

With the adoption of the foregoing recommendation and the recommendations contained in Section III of this report affecting the handling and filing of correspondence, the present force of 23 employees, with salaries aggregating $29,400 per annum, can be reduced to two clerks for the custody and compilation of efficiency reports and nine clerks for the conduct of correspondence and preparation of general orders, etc., with an aggregate annual salary expense of $14,600. Adding to this expense one-half of the salary of a chief of the consolidated division—$1,000 per annum—the total annual salary expense would be $15,600, thereby saving $13,800.

EFFICIENCY REPORTS.

As stated in the descriptive portion of this report, nine persons are constantly engaged in preparing efficiency records on cards for the use of the following four persons:

The President,
The Secretary of War,
The Chief of Staff,
The Adjutant General.

The reports are compiled principally from the regular efficiency reports made annually by senior officers in regard to their subordinates, and occasionally from general inspection reports and other sources. They are placed on cards in condensed form with the object of enabling the executives above mentioned to scrutinize the entire record of an officer from the time of his entering the service to date. Having in mind, however, that the original efficiency reports from which the condensations are made are on file in the same office, it would seem that they are not sufficiently brief and compact to fully serve the purpose for which they are made, namely, to enable the four high executives to determine at a glance the fitness of certain officers for special duties. In other words, such time as may be saved to the executive officers is not sufficient to justify continuing to employ nine clerks on this work.

It is believed that this work is susceptible of very great simplification, so as to reduce not only the labors of the compilers or condensers, but also save the time of high executives who may desire to determine quickly the particular or special qualifications of a number of officers.

To facilitate compiling, consultation, and filing, it is recommended that the efficiency reports of officers be rendered on forms approximately 8 by 11 inches in size, which will permit of filing flat in a folder. In regard to that portion of the report on the fitness of officers which has to do with their special professional qualifications, it is recommended that each qualification be identified by a figure, and any subdivisions which there might be of such qualification by a letter, and that the report of the commanding officer in respect of any of the special qualifications be indicated not by a written description, but by a figure expressed on a scale somewhat after the plan employed in marking examination papers. Definite instructions would have to be issued for the guidance of senior officers making reports on the fitness of their subordinates, so that the reports would be made on a standard scale.

In one large office of the Government service a like system is used as follows:

The efficiency of officers is designated by using words combined with numbers from 4 to 0, as set forth in the following table:

Favorable:		Unfavorable:	
Excellent	4.0 to 3.5	Indifferent	2.4 to 2.0
Very good	3.5 to 3.0	Fair	2.0 to 1.0
Good	3.0 to 2.5	Poor	1.0 to 0.0

For recording in compact form the above ratings, each officer has a card, letter size, which bears at the top printed matter as follows:

Name.
Year duty time: 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25

The column at the extreme left is for the insertion of the date of the reports, the nature of the duty on which engaged, and the time spent on that duty. The scale running along the top symbolizes the various professional qualifications which may be reported on by numbers, thus:

Column 1 contains ratings on the subject of "Attention to duty."
Column 2 contains ratings on the subject of "Professional zeal."
Column 3 contains ratings on the subject of "General bearing and military appearance."
Column 4 contains ratings on the subject of "Judgment in handing enlisted men."
Column 5 contains ratings on the subject of "Fitness for General Staff."
Column 11 contains ratings on the subject of "Knowledge of Spanish."

and so forth. The entries are made in the columns under the numbers indicating the particular qualification reported on, each succes-

sive rating being placed directly below the preceding rating on the same subject. The cards are filed alphabetically by grade and arm of the service. The reports bearing on the professional qualifications of the officers and their general efficiency, as determined by official means, are tabulated on their individual cards, so as to show the length of time on any duty, the proficiency, and the sources of the information used.

A system of metal "flags," attached to the cards, is employed to show at a glance all the officers of any grade or arm of service who may have second or first class or higher qualifications in any duty for which a detail may be desired, or who may be recommended for post-graduate courses. On the back of the card is briefly noted any characteristic or qualification which can not be tabulated but which might be of use in making selections for duty.

To identify the fact that an officer has qualifications in regard to Spanish, a "flag" is placed at the top of column 11. Degree of fitness in a special qualification can be shown by the employment of signals of different colors. For example, those officers who have the highest qualifications in regard to any subject are designated by a red signal. Those whose qualifications are very good are identified by a blue signal, and so on.

When it is desired to know, for example, those officers who have the highest qualifications in the Spanish language, the cards bearing the red signal over the symbol "11" could be withdrawn, and a glance at the card would show the various ratings given the officer in regard to the subject mentioned.

We recommend the adoption of the above system for keeping records in regard to special qualifications of officers in the Army.

The proposed system would not only be economical, but greatly advance the efficiency of the Army, since it would bring to the attention of those making a selection the names of all officers having high qualifications on any subject, whereas under the present practice the selection of men is usually restricted to those who have come under the personal observation of members of a board appointed to make a choice of officers for particular duties. For example, it has been explained to representatives of the commission that when it is desired to secure several officers for duty on the General Staff a board is created for that purpose composed of higher officers in the Army, whose first or tentative selections for consideration are made from those officers who have come within the scope of their observation. Obviously such primary selection excludes from consideration officers who have not come under personal observation of those who constitute the board. Such a practice seems to us to be open to criticism on account of narrowing to a few select persons assignments of the highest importance, and tends to retard the development of officers

who have not had the good fortune of coming into personal contact with general officers or others high in command who may have control of the selection of men for duty on the General Staff or other like work. Under the method proposed by us the tentative selection would be made without any knowledge of the names of the officers, the selections being guided by the metal "flag" at the top of the card, which would indicate not only all officers of the Army who have special qualifications upon the subjects concerning which inquiry may be made, but give minute details by showing those who have first-class qualifications on the subject, those whose qualifications are of the second class, and those men who are preeminently qualified. It reduces the selection of officers to a matter of mathematical accuracy, so to speak, and takes away most of the temptation to be guided by personal prejudice. Furthermore, when the card of an officer is withdrawn the opinions of his successive superior officers for as long a period of years as the officer may have come under observation in respect of a particular qualification are set forth in the form of ratings.

The following force is engaged in compiling statements from efficiency reports and other communications and reports in regard to officers:

1 clerk, class 2	$1,400
5 clerks, class 1	6,000
3 clerks, at $1,000	3,000
Total	10,400

With the adoption of the brief system recommended by us, the work of compiling, including making the entries upon the cards, could easily be performed by two clerks, one receiving a salary of $1,400 and the other $1,200.

This work logically belongs with the other work relating to the records of the service of officers now in the Army, and its transfer to the proposed officers' division has been recommended in Section III of this report.

CORRESPONDENCE.

The following force is engaged in the conduct of general correspondence:

1 clerk, class 3	$1,600
1 clerk, class 2	1,400
8 clerks, class 1	9,600
1 clerk, at	1,000
11 employees, with salaries aggregating	13,600 per annum.

Five are correspondence clerks, five are stenographers and typewriters, and one reviews correspondence drafted by others.

SAVINGS.

There are now 23 employees in this division, with salaries aggregating $29,400 per annum. With the adoption of our recommendations, this force can be reduced to—

2 clerks, class 3	$3,200
3 clerks, class 2	4,200
6 clerks, class 1	7,200
11 employees, at a total annual salary expense of	14,600

To this salary expense must be added one-half of the salary of a chief of the consolidated division, $1,000 per annum, making a total annual salary expense of $15,600, leaving a net reduction in salary cost of $13,800 per annum.

Correspondence and Examining Division.

In another section of this report the consolidation of this division with the Miscellaneous Division has been recommended and discussed in detail.

RECOMMENDATIONS.

The recommendations for this division consist of those general recommendations for reorganization and for handling correspondence which have been set forth in detail in Section III. The recommendations especially applicable to this division are as follows:

1. That the final copy of outgoing communications be written in the division which prepares the draft.
2. That printed forms be used, so far as practicable, in preparing communications.
3. That the dictation machine be used, so far as practicable, in the preparation of correspondence.

With the adoption of the first recommendation 20 employees will be transferred to other divisions in order that they may assist in the performance of the work to be transferred. With the adoption of the foregoing recommendations the present force of 46 employees, with salaries aggregating $65,200 per annum, can be reduced to 31 employees, with an aggregate salary exense of $43,000. Adding to this expense one-half of the salary of the chief of the consolidated division, $1,000 per annum, the total annual salary expense would be $44,000, thereby saving $21,200.

1. *It is recommended that the final copy of communications be prepared in those divisions preparing the first draft or in those divisions furnishing the information for the preparation of the communication.*

The adoption of this recommendation will transfer from the Correspondence and Examining Division (a) the work now performed by

it in typing the "fair copy" of those communications drafted in other divisions, and (b) the work of preparing the draft of the larger part of those communications for which the information has been furnished by other divisions.

The work of preparing the "fair copy" of communications drafted in other divisions consumes about one-fourth of the time of the examiners and typewriters in the Correspondence and Examining Division. All of this work will be eliminated from the proposed Correspondence Division. The quantity of this class of work to be performed by the divisions to which it should be transferred will be materially reduced upon the adoption of the recommendations for the more extensive use of printed forms. Accordingly, it will be unnecessary to provide as large a force of examiners and typewriters for the performance of this work as are now engaged upon it in the Correspondence and Examining Division. A further reduction in the quantity of this work will be effected by the adoption of the recommendation which provides for the elimination of the present practice of first preparing a complete typewritten draft on a record card and subsequently copying the draft upon a letter sheet for the final copy of the reply.

Of these communications which are now drafted in the Correspondence and Examining Division 63 per cent are acted upon jointly by this division and other divisions. It is the contention of the commission that a large amount of time and expense will be saved by having the final copy of such communications prepared by the divisions having the records from which is procured the information to be placed in the communications. The most important classes of communications which it is recommended should be transferred to other divisions are as follows:

1. Requests for statements of military service received from Congress; Commissioner of Pensions and Auditor for War Department (described as "requests presenting unusual difficulties"); soldiers' homes; associations and societies; and Civil Service Commission.

2. Requests for statements of military service of officers and enlisted men in the Revolutionary War and War of 1812.

3. Requests for statements of military service of officers and men in the Confederate Army.

4. Requests for historical and statistical data on former military organizations and activities.

5. Applications for certificates in lieu of lost or destroyed discharge certificates; and applications for original discharge certificates.

6. Requests for the address or for the service of officers.

7. Requests for the address or for the service of enlisted men.

The classes of work included in items 1, 2, and 3 should be transferred to Regimental Records Division; that in item 4, to Regimental Records, Archives, or other divisions having the custody of the records to be consulted in the preparation of the reply; that in item 5, to Regimental Records or the new Enlisted Men's Division, according as the case applies to volunteers or regulars; that in item 6, to the proposed Officers' Division; and that in item 7, to the proposed Enlisted Men's Division. Some of the cases included in the classes of communications listed above are now handled by men in the Correspondence and Examining Division who have been trained as specialists. It is proposed that these specialists be transferred as far as necessary to the divisions to which the work is assigned by the recommendations in this report. Such work as is now performed by the Correspondence and Examining Division, which is not logically assigned to other divisions by the general recommendations contained in this report, should remain in the Correspondence Division. This division should also handle, as at present, those cases requiring administrative action, such as applications for the admission of former enlisted men to the hospital for the insane.

The communications included in the list of work to be transferred amount to at least 75 per cent of all those now drafted in the Correspondence and Examining Division. The transfer of the preparation of these communications to the divisions now furnishing the information for their preparation, will increase somewhat the work of these divisions, but the more extensive use of printed forms and the elimination of writing a first draft on the record card will materially reduce the work necessary for the preparation of the outgoing communications.

It is believed that the work here proposed to be transferred can be readily handled by the divisions to which it is to be assigned with the following additions to their present force, these additional clerks to be transferred from the present force of the Correspondence and Examining Division.

1. Clerks to be transferred to the Regimental Records Division:	
1 clerk, class 4	$1,800
1 clerk, class 3	1,600
2 clerks, class 2	2,800
9 clerks, class 1	10,800
13 clerks, with salaries aggregating	17,000
2. Clerks to be transferred to proposed Enlisted Men's Division:	
1 clerk, class 3	1,600
2 clerks, class 2	2,800
3 clerks, class 1	3,600
6 clerks, with salaries aggregating	8,000
3. Clerks to be transferred to the proposed Officers' Division:	
1 clerk, class 1	1,200

2. *It is recommended that printed forms be used so far as practicable in the preparation of outgoing correspondence.*

This recommendation applies particularly to those statement-of-service cases discussed in the preceding recommendation. These cases will, upon the adoption of the commission's recommendation, be transferred from the Correspondence and Examining Division to Regimental Records Division. The recommendation for the more extended use of forms is in accordance with the present practice of The Adjutant General's Office to use forms for furnishing statements of service in reply to the majority of requests now received from the Commissioner of Pensions and the Auditor for the War Department.

The use of forms can be readily and advantageously adopted for preparing replies to many other classes of communications now handled by the Correspondence and Examining Division, such as requests for the addresses of officers and enlisted men, requests for copies of reports, etc.

3. *It is recommended that the use of dictation machines be adopted so far as practicable in the preparation of communications.*

This recommendation applies particularly to the proposed Correspondence Division which will be formed by a consolidation of the present Correspondence and Examining Division and the Miscellaneous Division. From a study of the nature of the work to be performed in this division and from the preliminary results of the test which is being conducted in the Correspondence and Examining Division it is evident that the use of the dictation machine will materially expedite the preparation of correspondence.

SAVINGS.

There are now 46 employees in this division, with salaries aggregating $65,200. With the adoption of the commission's recommendations, the following employees will be transferred to other divisions:

1 clerk, class 4	$1,800
2 clerks, class 3	3,200
4 clerks, class 2	5,600
13 clerks, class 1	15,600
20 clerks, with salaries aggregating	26,200

The following employees will be needed for performing the work remaining in the Correspondence and Examining Division:

3 clerks, class 4	$5,400
4 clerks, class 3	6,400
2 clerks, class 2	2,800
1 clerk, class 1	1,200
1 clerk, at $1,000	1,000
11 clerks, with salaries aggregating	16,800

To this salary expense must be added one-half of the salary of a chief of the consolidated division, $1,000 per annum, making a total annual salary expense of $17,800, and leaving a net reduction in salary cost of $21,200.

Enlisted Men's Division.

In another section of this report the consolidation of this division with the present Rolls and Recruiting Divisions is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

1. That forms be provided for use in the following cases:

(a) Preparing data regarding applications of enlisted men for retirement.

(b) Informing the enlisted man's commanding officer of the action taken on the application for retirement.

(c) Notifying retired enlisted men of failure to report their address.

2. That only those retired enlisted men failing to report be checked on the card record of retired enlisted men, thus eliminating 95 per cent of the present amount of this work.

3. That the correspondence clerks make their own searches of the records in addition to preparing their own correspondence. (To be practicable upon the consolidation of the Rolls, Enlisted Men's, and Recruiting Divisions.)

With the adoption of the foregoing recommendations the present force of 10 employees, with salaries aggregating $14,400 per annum, can be reduced to 7 clerks, with an aggregate annual salary expense of $10,000. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.67 per annum, the total annual salary expense would be $10,666.67, thereby saving $3,733.33 per annum.

The major reform to be accomplished in the conduct of the work now being done in this divison is in connection with the preparation of correspondence. The same failure to take advantage of the printed form is observed in this division as elsewhere in The Adjutant General's Office. Two examples will suffice to show what can be done in this regard:

1. *Application for retirement of Sergt. Frank Law, Company E, Seventeenth Infantry.*

This enlisted man, having served over 30 years in the Regular Army, being entitled under the law to be retired on three-fourths pay, makes application for that privilege. His letter of application

is received, opened, and recorded in the Mail and Record Division, after which it is transmitted to the Enlisted Men's Division, by which division the correspondence and record cards are forwarded to the Rolls Division, where a search of the muster rolls and other papers concerning the man's enlistment is undertaken to cover the entire period of his service in the Army. Pencil memoranda are made of the data taken off the rolls by the searcher, who, at the completion of his search, drafts a report on the record card of dates of beginning and conclusion of each enlistment. The record card and correspondence are then returned to the Enlisted Men's Division, where a computation is made upon a separate sheet, in order to determine the total Army service, domestic and foreign, with which the man may be credited. If this computation shows that the length of service requirements have been fulfilled, the statement is then used as the basis for the draft of the letter to the man's commanding officer authorizing retirement (usually written on the record card in longhand), which draft is then copied on the typewriter as the outgoing letter.

The body of the letters in these cases reads uniformly as follows:

Referring to the application of First Sergt. Frank Law, Company E, Seventeenth Infantry, for retirement, forwarded by your indorsement of the 1st instant, you are informed that as the records of this office show that the soldier has served 24 years 2 months and 21 days, with double time for 5 years 9 months and 10 days' foreign service, making a total credit of 30 years and 1 day, his retirement has been authorized.

The records also show that the soldier is serving in the seventh enlistment period.

Duplicate blank form of descriptive lists for retired enlisted men are inclosed herewith.

Copies of special orders directing retirement will follow by mail.

Under the heading "Remarks" on page 5 of the descriptive lists the dates of enlistments and discharges of the soldier should be stated.

By order of the Secretary of War:

ADJUTANT GENERAL.

We recommend the use of a form similar to that already described, which will be filled out by the clerk making the original search of the rolls and other documents affecting the enlisted men, who will make the extension as well.

We are advised that under the present practice it takes from three to four hours to make a search of the records in retirement cases, not including the time spent now in the Enlisted Men's Division in the computation of length of service, and the time spent in drafting and engrossing the letter authorizing retirement. With the use of the form, the duplication just described will be eliminated, liability to error in the statement will be reduced, and the original statement as first transcribed from the rolls will serve as the permanent record in the case.

In place of the stereotyped communication sent to the enlisted man's commanding officer we recommend the use of a form, which, by the insertion of the enlisted man's name, company, and regiment, will simultaneously produce the original letter and the copy for the files.

2. *Case of John Doe's failure to notify department of his address.*

The Army regulations provide that retired enlisted men shall report their address monthly to the department. In cases of failure to do so the following letter is drafted, usually in longhand, in the Enlisted Men's Division, and then engrossed in form for dispatch.

Transcript from records in re ——— ———.

Enlistment.			Years.	Months.	Days.	Remarks.
Number.	From—	To—				
1	Jan. 2, 1900[1]	Jan. 1, 1903	3			
2	Jan. 2, 1903[1]	Jan. 1, 1906	3			
3	Jan. 3, 1906[1]	Jan. 1, 1909	3			
4						
5						
6						
7						
8						
9						
10						

Foreign service.			Years.	Months.	Days.	Remarks.
Place.	From—	To—				
Philippine Islands	Mar. 1, 1900[1]	Sept. 15, 1900		6	15	
Alaska	June 30, 1908	July 10, 1910	2		11	
			2	6	26	
Less 30 days' furlough					30	
Total Army service to credit						

[1] An inserted item to illustrate use of form.

From: The Adjutant General of the Army.
To: First Sergt. John Burke, United States Army, retired, San Diego, Cal.
Subject: Report of address A. G. 136.

1. Under the provisions of paragraph 136 of the Army Regulations you are required to report your address to this office on the last day of every month.

2. You will report your address at once and hereafter comply with the provisions of said paragraph.

By order of the Secretary of War:

ADJUTANT GENERAL.

It is almost needless to say that a printed post card should be used in such cases. Writing the address on the face of the card is all the clerical work necessary in this case.

The above examples strongly illustrate the need of an examination being made of the outgoing correspondence of this division, with the view of devising forms in cases where stereotyped letters are being prepared with frequency.

We recommend that instead of checking off on the card records the fact of receipt of notification from retired enlisted men of their address each month, checks be made only of failures to report, which will reduce the work of checking off cards by 95 per cent, since only 5 per cent fail to report monthly.

The following force is engaged in drafting correspondence and typewriting the same on matters relating to the station or status of enlisted men. The number of communications so drafted amounts approximately to 80 a day, or a fraction over 13 for each employee.

1 clerk, class 3	$1,600
2 clerks, class 2	2,800
3 clerks, class 1	3,600
Total	8,000

By the adoption of forms and the discontinuance of the writing of drafts of correspondence on the record cards in accordance with preceding recommendations the actual work of typewriting the communications will be materially reduced.

It is recommended that the six men now engaged on the above correspondence work be reduced to four, who shall prepare their own correspondence, and in addition thereto make their own searches of the records, which latter work is now being performed in the Rolls Division, at the expense of a great deal of time in communicating requests and information back and forth between the two divisions.

The following work is now performed by two $1,200 clerks, making an aggregate salary expense of $2,400 per annum:

(a) Receiving all mail directed to the division and distributing the same among the various correspondence clerks. This incoming mail averages 80 communications a day.

(b) Reference to the Rolls Division mainly and other divisions incidentally of about 20 per cent of the incoming mail. (This means an indorsement on a reference card of a brief request for a report or for comment, amounting in the aggregate to about 20 a day.)

(c) Keeping a record of the amount of work performed by the various clerks of the division.

(d) Keeping a card record of the furnishing by retired enlisted men of their post-office addresses each month.

(e) Drafting longhand letters to enlisted men who fail to report their addresses each month.

Our recommendations eliminate the following of the above operations and processes in connection with the work of the two clerks above mentioned:

Distribution of mail to the various correspondence clerks. This will be done by the distributing clerk of the consolidated division.

The work of requesting the Rolls Division by means of the record cards to furnish information as to history and records of enlisted men.

Ninety-five per cent of the checking of the retired enlisted men's cards.

We also recommend substitution of a postal card for the present formal letter addressed to enlisted men notifying them of their failure to advise the department as to their post-office address, and recording of such correspondence.

The above changes will reduce this work more than one-half. It can therefore easily be performed by one man.

SAVINGS.

There are now 10 employees in this division, with salaries aggregating $14,400 per annum. With the adoption of our recommendations, this force can be reduced to—

1 clerk, class 4	$1,800
5 clerks of class 2, with salaries aggregating	7,000
1 clerk of class 1	1,200
7 employees at an aggregate annual salary expense of	10,000

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.67 per annum, making a total annual salary expense of $10,666.67, leaving a net reduction in salary cost of $3,733.33 per annum.

The adoption of our general recommendations in connection with the handling of correspondence, such as the use of the phonograph, discontinuance of the record card, abolition of the practice of preparing a first draft of all outgoing correspondence, and the employ-

ment of printed forms wherever practicable, will materially reduce the clerical work of this division and permit of a corresponding reduction in the working force, as follows:

1 clerk, class 3	$1,600
2 clerks, class 2	2,800
5 clerks, class 1	6,000
8 employees with salaries aggregating	10,400 per annum.

Preparation of general orders, special orders, bulletins, and changes in regulations and service manuals.

This work is now performed by one clerk, whose salary is $1,600 per annum. He is assisted in proof reading the material to be printed by one of the correspondence clerks of the division. In a discussion of the work now performed by the proof reader in the present publication branch, recommendation has been made that he perform all the proof reading for The Adjutant General's Office, the clerk preparing the copy assisting as copyholder. With the adoption of this recommendation the work can still be performed by one clerk.

Recruiting Division.

In another section of this report the consolidation of this division with the present Rolls and Enlisted Men's Divisions is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

1. That trimonthly reports be discontinued and that monthly reports be required in their stead.

2. In assigning men to organizations:

(a) That the use of forms in correspondence be authorized.

(b) That an adjustable, visible index be provided for showing the strength of the Army, authorized and actual, and the number of vacancies.

3. That correspondence clerks personally consult the records in handling correspondence. (To be practicable on the consolidation of the Rolls, Enlisted Men's, and Recruiting Divisions.)

With the adoption of the foregoing recommendations, the present force of 11 employees, with salaries aggregating $15,800 per annum, can be reduced to 6 clerks, with an aggregate annual salary expense of $9,000. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.67, the total annual salary expense would be $9,666.67, thereby saving $6,133.33 per annum.

TRIMONTHLY REPORTS.

The so-called trimonthly report, which is issued three times a month, may be made monthly with no inconvenience to the service, its present purpose being solely a statistical one, intermediate statistics being prepared on a monthly basis, which finally are incorporated in the annual report. Two men are engaged on this work, and if the trimonthly reports were changed to a monthly one, so arranged that it could be placed in a loose-leaf file, the report itself would show the complete record, to enable the Recruiting Division at any time during the year to ascertain the status of recruiting, make appropriate assignments to the various arms of the service, and do all things which are now done by consultation of the monthly summaries of enlistments.

A pamphlet is issued every month showing the recruiting for the Army during the month. This pamphlet could be made with greater facility if monthly reports were sent in from the field instead of the present trimonthly reports, with this added advantage: The data prepared for printing the pamphlet would be taken directly from the original report and thus tend to insure the correctness of the monthly statements as to recruiting.

In the event of monthly reports the enlistment papers could then be transmitted directly to the Rolls Division, where they are eventually filed and where most all of the data thereon is transferred into records kept in that division. The only data taken off the enlistment papers by the Recruiting Division is as to the number of native and foreign born recruits and the number of the reenlistments; that is to say, enlistments made within a period of three months after a preceding enlistment. This information could more properly and easily be taken off in the Rolls Division at the same time that the other data from the enlistment contracts are obtained; and whenever the Recruiting Division needed such information, requests on the Rolls Division for it would cause it to be furnished.

The changing of the trimonthly report to a report made monthly will reduce the amount of work in the field occasioned by the preparation of these reports at recruiting stations, and to that extent contribute to the general reduction of paper work and simplification of administrative methods now going on in the field in the interests of good military administration.

The following men are engaged upon this service:

1 clerk, class 4	$1,800
1 clerk, class 1	1,200
Total	3,000

With the abolition of the trimonthly report this work would be performed by one man, at an annual salary expense of $1,400.

ASSIGNING MEN TO ORGANIZATIONS.

In assigning men to regiments there was noted the same failure to take advantage of the form method of conducting correspondence as exists in other divisions. In the case of each assignment or transfer of recruits there are prepared letters in which the following paragraphs appear to be repeated over and over again:

I have the honor to communicate to you the following instructions of the Secretary of War:

(Specific instructions appear here.)

The Quartermaster's Department will provide the necessary funds for transportation, the Subsistence Department suitable subsistence, and the Medical Department such medical attendance and supplies as may be necessary.

Detailed instruction will be given for the police and discipline of the detachment while en route. The date of its departure and under whose charge sent will be telegraphed this office and to the commanding general of the division.

By the use of a form the above communication will be readily written with a considerable saving in typewriting work.

It seems also that a large part of the duty of the clerk and stenographer engaged in tabulating enlisted vacancies in organizations as shown by the monthly returns, and assigning recruits to specific organizations, can be saved if both the data regarding vacancies and that showing available recruits were maintained in such shape as to be readily consulted. Under the present arrangement, much time must be spent in ascertaining existing conditions in respect of either vacancies or men available, since the figures in regard to both of these items are scattered over a large number of sheets of paper. By the use of an adjustable visible index, both available men and existing vacancies in the entire Army could be before the eye simultaneously, which would greatly facilitate the work.

The following persons are engaged on assignment work:

1 clerk, class 3	$1,600
1 clerk, class 1	1,200
Total	2,800

With the use of a visible index this work could be performed by one man with occasional assistance of one of the stenographers.

An examination of the work of the Recruiting Division convinces us that it should be consolidated with the Rolls Division. A great many of the reports are also handled by the Rolls Division, and the clerks of the Recruiting Division in preparing correspondence have considerable occasion to consult the records of the Rolls Division in regard to the previous history or status of men seeking reenlistment in the Army. This information is usually obtained by making a

request on the record card and transmitting the papers to the Rolls Division, which division has one of its clerks make the proper search in regard to the applicant for enlistment, draft on the record card the pertinent information called for, and transmit the record card and correspondence back to the Recruiting Division. If the Recruiting Division were consolidated with the Rolls Division the clerk before whom the case is originally brought would himself proceed to the papers concerning the enlisted man, take off his information, and draft it immediately into the reply, which would eliminate the writing of considerable matter on the record cards as well as cut out a good deal of the delay occasioned by the transmission of the papers from one division to the other.

A striking illustration presents itself in this division of the extent to which the use of record cards retards the business of the office. A very large portion of the correspondence of the Recruiting Division, both incoming and outgoing, is in the form of telegraphic communication. Each telegram is briefed on the back, a record is made of it, which of course delays its receipt in the Recruiting Division. The reply is then drafted on a record card, or, in cases which present unusual complications, a memorandum setting forth the facts and in some cases suggesting the nature of reply appropriate to the particular case. The draft or memorandum is submitted to the adjutant general in charge of recruiting matters, and his approval or direction is written on the record card.

A very considerable reduction in this work can be secured by the employment of the direct method in place of the card-record system now existing. As an illustration of the difference between the present method and that proposed, an outline of the course of the ordinary case is here shown:

PASSING UPON APPLICATIONS FOR REENLISTMENT.

The following letter, which itself explains the nature of the case, is received at the office of The Adjutant General:

U. S. Army Recruiting Station,
Corner Third and Olive Streets,
St. Louis, Mo., August 1, 1912.

The Adjutant General U. S. Army, *Washington, D. C.*

Sir: I have the honor to inform you that John A. May, last discharged as a sergeant from Forty-second Company, Coast Artillery Corps, Fort McDowell, Cal., July 15, 1912, per expiration of term of service, with character "Excellent," and who has been examined and found physically qualified, has applied for reenlistment and assignment to Coast Artillery Corps, Jackson Barracks, La., Fort Howard, Md., or Fort Crockett, Tex.

I request instructions by telegraph.

Very respectfully,

F. R. Lang,
Major, U. S. Army, Recruiting Officer.

The following record card is made in the Mail and Record Division:

1941442. ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT,
August 3, 1912.

Subject: John A. May, late sergeant Forty-second Company, Coast Artillery Corps.

From: Recruiting officer, St. Louis, Mo. (Maj. F. R. Lang), corner Third and Olive Streets.

Date of communication: August 1, 1912.

Purport of communication: Requests telegraphic instructions as to reenlistment of the above named, for Coast Artillery Corps, Jackson Barracks, La., Fort Howard, Md., or Fort Crockett, Tex. Discharged at Fort McDowell, Cal., July 15, 1912. Character excellent. Physically qualified.

Date of reply or final disposition: August 3, 1912.

The following brief was written on the first outside fold of the form:

[Adjutant General's Office, War Department. 1941442. August 3, 1912.]

ST. LOUIS, MO., *August 1, 1912.*

R. O.: Telegraphic instructions as to reenlistment of John A. May, late sergeant Forty-second Company, Coast Artillery Corps.

The correspondence was then sent to the Recruiting Division for treatment. The distributing clerk examined the case and wrote on the record card the following:

Rolls Report. 9:35.

SHELTON.
S. H. H.

The record card and correspondence, unless requiring action by telegraph, are then thrown in the box for transmission by the messenger service to the Rolls Division; if the case requires action by telegraph, the papers are sent special by hand. The distributing clerk in that division assigns the case to a searcher. The clerk making the search of muster rolls or other papers usually jots down a pencil memorandum of the data essential apparently for the purposes of the Recruiting Division. It is in most cases necessary for the examiner in the Rolls Division to read the correspondence in order to determine in his own mind the nature of the information desired by the Recruiting Division. In this case, after making the pencil memorandum, the clerk prepared the following report, which was written on the record card:

RECTG. DIVISION: John A. May, sergeant, Forty-second Company, Coast Artillery Corps, enlisted July 30, 1909, at Jeff. Barracks, Mo. 1st enc., single. Present April 30, 1912 (latest roll). Arrived in United States July 10, 1912, on transport *Sherman*.

10 STAFFORD.

Card and correspondence then go to the reviewing clerk of the division for examination. He transmits them by messenger service to the Recruiting Division unless action is required by telegraph, in which case the papers are sent special by hand. His action in this case, following the usual practice, was to write the following draft of a telegram on the record card: (This is written sometimes in long hand by the clerk in charge; sometimes in typewriting by the stenographer.)

Not approved. No vacancies either post mentioned.
August 3, 1912. J. S. K.,
A. G.

The record card and correspondence were sent by special messenger to Col. Kerr for his approval, which was indicated by writing his initials on the card below the draft of the telegram.

Record card and correspondence were then returned by messenger to the Recruiting Division.

Mr. Brandt handed the case to a clerk (Mr. Helmers), who drafted the telegram on a record card, as follows:

Referring to No. 1941442 write the telegram recorded below:

11.45. GHH, Correspondence Clerk.

----------, Examiner.

Done Aug. 3, 1912, by GHH, 11.48.

[Telegram.]

RECRUITING OFFICER,
Third and Olive, St. Louis, Mo.:
Application May not approved by Secretary War. No vacancies either post mentioned.

KERR,
Adjutant General.

After drafting the above telegram Clerk Helmers filled out the file number and time at the top of the card and then wrote the telegram itself on a regular blank.

After writing the telegram he inserted the time—11.48.

The telegram was transmitted to the War Department telegraph office, where, after transmission of the telegram, the telegrapher placed the following stamp on the record card, filling out the time:

Original of following telegram filed in War Department Telegraph Office Aug. 3, 1912, 12.10 p. m.

J. H. P.

Reviewed by E. L.

The telegrapher then returned the record card by messenger service to the Recruiting Division, where the same was delivered in the box of Mr. Brandt. Mr. Brandt handed the papers to Mr. Helmers, who indorsed on the first outside fold of the form the following:

Tel. to R. O., St. Louis, Mo. Aug. 3/12. File. B. H. B.

Under the proposed method the form or telegram submitting the question to the department will be given directly to the clerk in charge of the case, and his decision will be put in the form of a telegram, which will be transmitted to The Adjutant General for signature.

If the Recruiting Division were a section of the Rolls Division, the clerk who has this work in charge could be located near the files so that a consultation of the roll would be facilitated. The telegram would go immediately to the clerk handling the case; he would examine the records and draft his reply, and the submission of the reply to The Adjutant General would serve the purpose of a memorandum made on the record card and the signature of The Adjutant General would have constituted his approval of the suggested action of his division.

A clerk of class 4, assisted by two stenographers, is engaged almost the whole of his time in handling requests and inquiries of this nature, which are received to the average extent of 35 daily. By the elimination of the record cards the time of at least one stenographer would be saved and the work of the clerk would be considerably reduced.

SAVINGS.

There are now 11 employees in this division with salaries aggregating $15,800 per annum. With the adoption of our recommendations this force can be reduced to—

	Per annum.
1 clerk, class 4, in charge	$1,800
2 clerks, class 3	3,200
2 clerks, class 2, with salaries aggregating	2,800
1 clerk, class 1	1,200
6 employees at an aggregate annual salary expense of	9,000

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.67 per annum, making a total annual salary expense of $9,666.67, leaving a net reduction in salary cost of $6,133.33 per annum.

Rolls Division.

In another section of this report the consolidation of this division with the present Enlisted Men's and Recruiting Divisions is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

1. That forms and other abbreviated methods of correspondence be used in—

(a) Correction of muster rolls.

(b) Correction of enlistment papers, etc.

(c) Preparation of miscellaneous correspondence.

2. That the register of enlistments be discontinued and the original papers used instead.

3. That contracts of enlistment, descriptive, and assignment cards be on cards 5 by 8 inches, filed openly instead of in jackets.

4. That reports be filed flat and that enlistment papers with analogous documents be filed in one file instead of in chronological periods.

With the adoption of the foregoing recommendations the present force of 52 employees with salaries aggregating $65,600 per annum can be reduced to 26 clerks with an aggregate annual salary expense of $32,800. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.66 per annum, the total annual salary expense would be $33,466.66, thereby saving $32,133.34 per annum. The major part of this saving will be effected by the elimination of clerical work in connection with the preparation of correspondence.

The above estimate of saving to be secured through the adoption of our recommendations takes no account of the reduction in clerical work by the Correspondence and Examining Division in engrossing communications which have already been drafted in the Rolls Division. This work of engrossing correspondence as well as the work attached to the indexing and filing of the record cards under the present system will be eliminated by the adoption of our recommendations.

The clerks of the Rolls Division are engaged principally in examining current Army reports and returns, keeping registers of enlisted men, and drafting correspondence looking to the correction of errors and omissions in Army reports and returns, as well as answering inquiries from governmental sources and the public on subjects relating to enlisted men now serving or who have served in the Army. The greater part of the clerical work consists of the preparation of correspondence; and it is in connection with this function that the failure existing generally throughout The Adjutant General's Office to make use of forms and other abbreviated means of answering inquiries of the public or the Army is brought to light in a most pronounced way. Such purely perfunctory matters as furnishing an inquirer with the address of an enlisted man in the Army are made the subject of a formal communication, anywhere from 50 to 100 words in length, when such information, so frequently furnished, could in a fraction of the time be handled by returning the letter to the inquirer with a form or slip attached containing the present address of the individual inquired about.

Most of the outgoing correspondence prepared in this division consists of information taken from the records of the division; that is to say, information in regard to the whereabouts, status, or military

service of enlisted men. With few exceptions, a card record is retained of this information. This record only rarely serves a useful purpose, and that is when a similar inquiry in regard to the same individual is made in the future. Information of this sort should be unrecorded and the letter of inquiry should be returned to the person asking for the information, in order to relieve the files and records.

It may be stated, however, that in accordance with a general recommendation contained in the preliminary report of March 20, 1912, an order, it is understood, has been issued by the chief clerk of The Adjutant General's Office to discontinue the recording of letters on certain subjects of a perfunctory nature. This unrecorded correspondence in the Rolls Division now amounts to about 25 communications a day, but it falls very far short of the extent to which it is possible to carry the elimination of the recording of correspondence. In fact, in our opinion, there is very little correspondence emanating from this division of which any record should be kept.

A recommendation has been made by the office of the Chief of Staff that the muster roll be discontinued. Until its discontinuance can be effected, however, we believe that no time should be lost in changing the methods of correcting the rolls and drafting correspondence relating to the correction of errors and omissions in the rolls. A great deal of time is unnecessarily spent in drafting lengthy correspondence which should be replaced by forms in accordance with recommendations treated more in detail later on in this report.

The general recommendation made in the preliminary report that the filing of papers in folded condition should be discontinued and that papers should be filed flat, or, in the case of large documents, be folded to a size approximating 8 by 11 inches, applies with full force to the papers of this division. The necessity to frequently handle folded papers in the files considerably retards their examination as well as the filing of them.

1a. *Correspondence in relation to muster rolls.*—In connection with the examination of muster rolls it becomes necessary to conduct correspondence looking to the correction of errors and omissions made in the field by those writing up the rolls. These errors and omissions in the main fall into 12 classes, as follows:

1. Error in name.
2. Error in date of enlistment.
3. Name omitted from the column "Names—Present," but cause of absence at muster not shown in the remarks.
4. Name entered in column "Names—Present," whereas a statement in column for remarks shows absence at muster.
5. Date of change of grade omitted.
6. Date of joining (by assignment or transfer) omitted.
7. Date, place, or cause of discharge not stated.

8. Whether service was honest and faithful not stated.
9. Character given on discharge certificate not stated.
10. Date and place of return of deserter to military control not stated.
11. Money value of clothing drawn by deserter between dates of apprehension and separation from service not stated.
12. Balance due United States or due soldier for clothing at discharge or desertion not stated.

Instead of the present practice of writing a letter at length in cases where the above classes of errors and omissions appear in connection with the muster roll, we recommend that a form be devised setting forth the nature of these errors and omissions as separate items, so that by means of a check mark or the insertion of a word or two the error or omission can be called to attention and a direction issued to take the necessary corrective action. A suggested design for the form appears hereafter. We believe that by the use of the form the time taken to prepare correspondence in connection with the correction of muster rolls will be greatly reduced.

A detailed description of the present practice, as compared with that proposed, appears to be pertinent to point out the necessity for changing the existing method and to show definitely the great saving to be accomplished by the elimination of unnecessary work in connection with the examination and correction of muster rolls on which 16 men are now employed.

The examination of muster rolls is about as follows:

The examiner takes the current roll and compares it with the roll of the preceding month. The first step is an examination of the recapitulation of the rolls to see that the entry of the aggregate of the last bimonthly muster agrees with the total shown on the preceding muster roll. The next step is to note from the recapitulation the total number of alterations since the preceding muster. The examiner then proceeds to check the names on the roll that are found to conform in spelling and date of enlistment to the names on the roll submitted for the next preceding bimonthly period. When agreement is found with the entry of the same person's name on the preceding roll that name is checked with pencil. After all the names have been checked the examiner then proceeds to make a notation of the losses and gains. A slip is made for every alteration. The examiner first goes through the rolls making out slips showing all the gains. In cases of transfer from one regiment to another the regiment from which the transfer is made is shown on the slip. After the slips showing the gains have been made the examiner counts the slips and compares the total with the total shown by the recapitulation as having joined the organization. The examiner then goes through the rolls and makes out slips for the discharges. In some

cases the discharged man reenlists in the same company, in which case the examiner makes a separate slip. In these cases it would be possible to enter the information on the first card made out. To show that a slip has been made the examiner red checks the names on the page in which the losses from the regiment have been shown. He then compares the total number of loss slips with the total number of losses to the regiment shown in the recapitulation. The next step of the examiner is to make a complete check of the recapitulation. After this checking has been done the examiner is then ready for the preparation of correspondence to correct errors and omissions in the roll. The best way of illustrating this method is to take an actual case. One of the most frequent errors in muster rolls is the failure to state in the roll the balance due the United States or due the soldier for clothing at discharge or desertion. Bearing in mind that this case arises with great frequency in a group of a dozen above enumerated, comprising 75 per cent of the total errors and omissions in muster rolls, it is believed pertinent to show a comparison of the great and unnecessary amount of work done under the present practice and the slight clerical work involved in the method proposed.

Assume that the roll submitted by Company A, First Battalion of Engineers, Washington Barracks, Washington, D. C., reports Thomas Jones, a second-class private, as a deserter, but does not show the balance due the United States or due the soldier at his desertion, as required by instruction 8, on the muster roll. The clerk examining the roll, finding this error, proceeds as follows: He writes in longhand on the record card the following matter:

The COMMANDING OFFICER COMPANY A,
FIRST BATTALION OF ENGINEERS,
Washington Barracks, Washington, D. C.

SIR: The muster roll of your company for May and June, 1912, on file in this office, is defective as follows:

Thomas Jones, second-class private, is reported as deserted, etc., but the balance due the United States or due the soldier for clothing at desertion is not stated, as required by instruction 8 on the roll.

The Secretary of War directs that, with the return of this letter, the information necessary to complete the roll be furnished this office, and that the retained records be amended accordingly.

Very respectfully,

——— ———,
Adjutant General.

The work in the above, as will be observed, involves writing 106 words in longhand, a most laborious and thoroughly out-of-date practice.

The next step is to send the draft by five-minute messenger service to the Correspondence and Examining Division, where a typewriter

engrosses the same. The following work, therefore, is done in the Correspondence and Examining Division:

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, July 27, 1912.

The COMMANDING OFFICER COMPANY A,
FIRST BATTALION OF ENGINEERS,
Washington Barracks, Washington, D. C.

SIR: The muster roll of your company for May and June, 1912, on file in this office, is defective as follows:

Thomas Jones, second-class private, is reported as deserted, etc., but the balance due the United States or due the soldier for clothing at desertion is not stated, as required by instruction 8 on the roll.

The Secretary of War directs that, with the return of this letter, the information necessary to complete the roll be furnished this office, and that the retained records be amended accordingly.

Very respectfully,

——— ———,
Adjutant General.

The above work, as will be seen, involves the typewriting of 106 words. From the Correspondence and Examining Division the letter goes to The Adjutant General or one of his assistants for signature. The next step is to press-copy the letter; then an envelope is addressed by hand, the letter inclosed therein, and dispatched.

There are many other details in connection with the preparation of a letter, such as comparison of the typewritten letter with the hand-written draft; preparation of a card to hold the case in the suspense file; numbering of the communication and the attendant papers; and filing of the copies of the correspondence in the Division of Mail and Record.

Under the proposed method the clerk examining the roll would merely write the words "Thomas Jones" in the body of the form below described. The date of the muster roll will have previously been stamped in a number of the forms, and the address will be written at the top. The form will then be placed in an outlook envelope which eliminates the necessity for addressing and insures correctness of address. The difference, therefore, in actual writing of words in the communication proper in longhand and typewriting is between 212 and 2.

The following is the proposed form:

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, November —, 1912.

From: The Adjutant General.
To: The Commanding Officer, Company —, ———.
Subject: Discrepancies in muster roll.

The muster roll of your company for ------, 1912, is defective in the particulars indicated by the numbers accompanying each name of enlisted men inserted below.

The Secretary of War directs that this form be returned to this office if additional information is necessary to complete the roll, with such information inserted on the blank line or lines below each name, and that the retained records be amended accordingly.

——— ———.

KEY TO NUMBERS.

1. Error in (a) name, (b) date of enlistment. It appears on the roll as (1) and on the enlistment contract as (2). Note instructions on the roll.
2. Name omitted from the column "Names—present," but cause of absence at muster not shown in the remarks.
3. Name entered in column "Names—present," whereas a statement in column for remarks shows absence in muster.
4. Date of change of grade omitted.
5. Date of joining omitted.
6. (a) Date, (b) place, (c) cause, of discharge not stated.
7. Whether service was honest and faithful not stated.
8. Character given on discharge not stated.
9. (a) Date, (b) place, of return of deserter to military control not stated.
10. Money value of clothing drawn by deserters between dates of apprehension and separation from service not stated.
11. Balance due (a) United States, (b) soldier, for clothing at discharge or desertion not stated.
12. ----------
13. ----------
14. ----------
15. ----------

NOTE.—In all discrepancies indicated by (1) it is only necessary that the retained records be amended.

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The use of the above form if not obvious from a reading thereof may be briefly stated as follows:

The date of the form letter and period of the muster roll will, of course, be rubber-stamped on the form, while the name of the company and address will have to be written in. It will be observed that in every case of an error or omission which occurs in relation

to a particular individual, the mere writing of his name will be sufficient to call attention to the defect in the roll respecting that individual.

The same form will be used by the field force in correcting the errors or supplying the War Department with the omissions to enable it to correct its own records. In most cases it will be seen that a date or a word or two entered in the appropriate place on the form will suffice to take the place of the lengthy communication now prepared in the field to do this same service. The return of the form will be evidence that the matter has been attended to in the field.

It is proposed to write this form in one copy only, stamping on the muster roll which is immediately filed the fact that it is "pending correction." No periodic examination of the roll will be necessary in order to see whether the correction has been made, since with the coming of the new roll the preceding roll must be withdrawn from the files for purposes of comparison. Whether proper action has been taken in the field in respect to the particular roll will then be shown automatically, so to speak.

The result will be that instead of writing first a hand draft and then a typewritten letter, press copying the same, maintaining a suspense file, and performing many other pieces of work, all of which taken together consume a great amount of clerical time and labor, engaging the attention of three large divisions of the office, a form can be employed, the writing of one name on which will accomplish the administrative purpose as expeditiously and surely as the present method, and with the expenditure of very much less time and labor.

The following force is engaged in examining muster rolls and drafting correspondence relative thereto:

3 clerks, class 2	$4,200
8 clerks, class 1	9,600
5 clerks at $1,000	5,000
Total	18,800

The elaborate method just described is mainly responsible for the large force of 16 men being engaged on this work. The elimination of work which will be accomplished by the use of the form will easily save the services of 8 men. In addition to the saving in this division, the Correspondence and Examining Division will be relieved of the work of typewriting and comparing the outgoing correspondence which is put upon the new form. This now amounts to 8,000 typewritten communications a year, most of the work in connection with which it is believed will be eliminated by the use of the form. This may seem a reduction which is not warranted by the situation, but when consideration is had of the fact that the average communica-

tion in connection with the correction of an error in a muster roll amounts to not less than 100 words, whereas under the system proposed it would involve the writing of 2 to 10 words only, the conservatism of the estimated reduction becomes apparent. Another factor entering into this saving is that the work of the examination of muster rolls will be concentrated among fewer men and save the interchange of slip memoranda between them, as is now the practice. For example, when a man examining a muster roll discovers a gain to the service he fills out a slip showing that fact. This slip goes to the man entering the register of enlistments. If the register clerk finds a difference in the name as shown on the slip when compared with that entered in the register of enlistments, he notes that fact on the slip, the slip is then returned to the clerk originally making the same, and this necessitates a reexamination of the muster rolls to see whether the clerk has made an error in the transcribing; if he has correctly taken the name from the roll, it then becomes necessary for the examiner to go to the files containing the original enlistment papers in order to ascertain the way the applicant signed his enlistment contract. After examination of the original enlistment contract the examiner will write the correctly spelled name on the slip and transmit it back to the clerk writing on the register of enlistments. Nearly all the roundabout detail just described will be saved by the direct method of having the clerk who examines the muster rolls compare gains with the enlistment papers. When he discovers that an error has been made in entering the name on the muster roll, he can immediately fill out the form letter, which will be done in but a fraction of the time consumed by the slip method.

Eight men can perform all the work in connection with the examination of muster rolls and prepare the correspondence looking to the correction of errors and omissions therein, which reduction will effect a saving of approximately $9,600 per annum.

The discontinuance of the muster roll would save the services of every one of the above men. Until the abolition of the muster roll can be secured, however, great savings in the clerical work of handling them can be immediately effected. It is no exaggeration to say that two-fifths of the time of the above men is consumed in drafting, by handwriting, correspondence in relation to errors and omissions in muster rolls.

1b. *Examination of enlistment papers, etc.*—We recommend that forms be printed for the use of clerks examining enlistment contracts, descriptive and assignment cards, and analogous papers.

The same lengthy, detailed, and obsolete method of preparing correspondence in connection with errors found in enlistment papers, descriptive and assignment cards, and other similar reports is fol-

lowed as in the case of the muster rolls except that the classes of errors in these papers are fewer than in the case of muster rolls and they can be more easily handled.

As has been set forth at length in the descriptive portion of this report, at least 90 per cent of the errors found in enlistment contracts fall into about 12 classes. The following is a suggestion for a form:

WAR DEPARTMENT,
OFFICE OF THE ADJUTANT GENERAL,
Washington, ——— —, *19*—.

SIR: Examination of the attached enlistment paper shows that it is defective in the particulars checked:

1. Street and house number omitted.
2. Declaration not signed.
3. Corrections made by officer on the within contract not certified.
4. Difference in name as shown by signature and as entered by auditor.
5. Record of aceptance not filled in.
6. Consent of minors not filled in.
7. Consent of minors not signed.
8. Conflict of dates.
9. Conjugal condition not stated.

Please correct the enlistment paper in respect to the particulars checked above and return the same to this office.

Respectfully,

——— ———.
Adjutant General.

By the use of the above form a check mark opposite the pertinent item will be all that will be neccesary to call attention to the fact that the enlistment paper is defective in that regard.

The following force is engaged in examining enlistment papers, descriptive and assignment cards, beneficiary designations, and also drafting correspondence relative thereto:

1 clerk, class 2	$1,400
2 clerks, class 1	2,400
Total	3,800

The principal work of these men is drafting letters looking to the correction of errors and omissions found in enlistment papers and assignment and descriptive cards.

It is obvious that the entire work of examining enlistment papers, descriptive and assignment cards, and filling out forms designed to correct errors and omissions shown by such examination, can be performed by two men who also can file the original papers submitted. The saving, therefore, will be not less than $1,200 per annum.

1c. *Miscellaneous correspondence.*—A careful observation of the work of 22 clerks who were engaged in searching and reporting from records and drafting miscellaneous correspondence, as well as reviewing certain reports from records was made. The same criticism as to failure to take advantage of the use of forms in the preparation of

correspondence as was made in relation to other sections of the office applies with equal force here. Correspondence of the most perfunctory nature, such as informing an inquirer as to the whereabouts or address of an individual, informing the inquirer that additional information should be furnished the division in order to enable it to make a complete search in regard to a particular individual; well crystallized statements of the military service of enlisted men, statements as to the actual date of joining the Army or the actual date of separation from the service—all these are made the subject of carefully prepared letters, which have to be reviewed from the standpoint of accuracy of statement and correctness of presentation. These letters will run from 50 to 200 words in length, whereas by the use of appropriate forms the actual writing by the clerks preparing the correspondence would be reduced at least 90 per cent.

As quite a number of forms should be used in this work, we will not suggest drafts of the same, but we recommend that a careful examination of outgoing correspondence prepared in this division be made and forms devised to reduce the amount of labor. The recommendations made in another part of this report regarding the handling and filing of correspondence provide that letters of this class be prepared for signature by the clerks making the searches. We do not hesitate to state that at least 10 men can be withdrawn from this work when such forms have been devised and the recording and indexing of statements concerning the whereabouts or military service of enlisted men are eliminated, which will accomplish a saving of approximately $12,600 per annum. The following force is engaged upon this work:

1 clerk, class 4	$1,800
2 clerks, class 3	3,200
4 clerks, class 2	5,600
14 clerks, class 1	16,800
1 clerk at $1,000	1,000
Total	28,400

2. THE REGISTER OF ENLISTMENTS.

We recommend the discontinuance of the register of enlistments. All the information contained on this register, with the exception of information in regard to the final separation of an enlisted man from the service, is contained in the original papers. The original papers are accessible, in fact very much more so, than the data in respect to the man contained in the register. They are filed in straight alphabetical order, while in the book registers the names are entered chronologically under the initial of the surname only. About 200 contracts are entered daily in the register, and in addition about 300

entries daily are made to note losses and gains to the enlisted men's service.

The purpose of the enlistment register has been described as follows by the head of the Rolls Division:

The enlistment register enables the office by inspection of the relevant page column to ascertain promptly the cases in which the examination of service and enlisted men are not shown by the records, and consequently to take steps to obtain information with regard to such examinations of service. Cases in which the records do not show termination of service of enlisted men are not infrequent. A systematic examination of the enlistment registers are made periodically with a view to disclosing cases in which, although the period for which enlistment has expired, no termination of service is shown by the record. When any such cases are found the responsible officer is called on to report the fact in the case, and in this way a final record is obtained within a reasonable length of time after their separation from the service and before the facts of the case have been lost or forgotten.

The enlistment registers enable the office to identify soldiers or former soldiers in many cases in which the actual or approximate date of enlistment is known but in which the organization is not known and the name as given by the inquirer varies from the service name. This occurs quite frequently, especially in cases of telegraphic inquiries from police authorities or other civil officials as to whether a man who enlisted about a certain date is wanted as a deserter. In many of these cases the inquiry is made by telegraph and names are frequently so changed in transmission by telegraph that the man whose record is desired can only be identified by means of an examination of the record, in the enlistment register, of enlistments made on or about the date indicated in the request.

The enlistment registers are the only source available for the compilation of certain statistical and other data called for by the Secretary of War, the Chief of Staff, and other officials of the War Department. For example, information concerning (a) the number of men in the service at a given date whose terms of service will expire within a certain period; or (b) the number of men enlisted during a certain period who had prior military service; or (c) the manner of terminaton of service of deserters restored to a duty status during a certain period; and (d) much other information of a similar character can be obtained only from these registers.

Any item of the above information can be obtained by going over the cards in the file. This information obtained for statistical purposes is not called for very frequently, and while it may take a little longer to obtain it by consulting the cards the infrequency of such calls is such that a special record kept for that purpose at a cost of over $5,000 a year is not justified.

The following force is engaged in recording in the registers of enlistments the enlistment contracts, noting assignments and transfers therein, jacketing and filing the enlistment contracts, and descriptive and assignment cards:

1 clerk, class 2	$1,400
2 clerks, class 1	2,400
1 clerk at $1,000	1,000
Total	4,800

The following men are engaged exclusively in recording in the register of enlistments memoranda prepared by the roll examiners of discharges, retirements, and desertions:

1 clerk, class 2	$1,400
1 clerk, class 1	1,200
Total	2,600

The registers cost $16.97 each. About eight volumes are used in three years, so that the annual cost for books which will be saved is $45.25.

With the discontinuance of the registers the above work will be cut to the filing of enlistment contracts and descriptive and assignment cards. This work can be performed by one man, with time to spare. The net saving in this connection, not including the cost of the registers, will therefore be $6,400 per annum.

3. CONTRACT OF ENLISTMENT.

We recommend that the present application or contract of enlistment be placed upon a card 5 by 8 inches in size, written on both sides, and that the descriptive and assignment cards be changed so as to be 5 by 8 inches in size. The latter cards should be placed upon paper of a different color than that used for the enlistment contracts. Instead of filing the cards and the accompanying papers in jackets, they can then be filed openly at a great saving of space and time in handling them. These papers will take up less than half the filing space that is now given to them under the use of the jacket and folding method.

4. FILING METHODS.

While we do not approve of the cumbersome and obsolete method of filing reports folded in wooden file boxes, which are difficult of access, do not preserve the papers well, and admit dust, we have criticized this method generally in other parts of this report. We do not approve of the practice of filing enlistment papers and like documents in chronological periods. We believe such papers should be filed in two sections, one for all enlisted men now in active service in the Army, and another for all persons who have at any time served in the enlisted ranks. This would make it necessary to go to only one place to find a person's record who has previous service in the Army, whereas under the present practice if the date or approximate date of the man's enlistment is not known a search may be necessary in 15 or 20 sections of the file. It would be a very large task to throw the papers together into two comprehensive files, but there is no

question that if this were done the speed of consultation would be greatly increased. It is only a question of finding available a force of clerks which can be temporarily placed upon this work, in which event the change would be justified.

CONCLUSION.

The recommendations we advance above in regard to conducting correspondence, and these constitute a material portion of the savings, can be put into effect immediately without in any way disrupting the present organization of the office. Experiments with forms can be had, and if experience shows that changes should be made in the forms, no vital harm will have been caused and the arrival at well-thought-out forms will be that much advanced. We earnestly urge the immediate adoption of our recommendations in this regard, so that advantage of the material savings which, it is pointed out, can be effected may be immediately taken.

SAVINGS.

There are now 52 employees in this division, with salaries aggregating $65,600 per annum. With the adoption of our recommendations, this force can be reduced to—

1 clerk, class 4, in charge	$1,800
1 clerk, class 3	1,600
4 clerks, class 2, with salaries aggregating	5,600
19 clerks, class 1, with salaries aggregating	22,800
1 clerk, at	1,000
26 employees at a total annual salary expense of	32,800

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.66 per annum, making a total annual salary expense of $33,466.66, leaving a net reduction in salary cost of $32,133.34 per annum.

Division of Appointments, Commissions, and Personnel.

In another section of this report the consolidation of this division with the present Returns and Military Academy Divisions is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That the correspondence clerks personally consult the records in the Returns Division and in the register section of this division for necessary data in preparing cases for action.

2. That the present letter forms be revised and consolidated so that the inserted matter may be concentrated in one place.

3. That the present card form for recording applicants for examination for appointment in the Army be revised to also record the results of the examination.

4. That the two lists now being maintained in the register section, showing the relative and lineal rank of officers of the Army, be consolidated by the use of an adjustable visible index.

With the adoption of the foregoing recommendations the present force of 13 employees, with salaries aggregating $19,200 per annum, can be reduced to 10 clerks, with an aggregate annual salary expense of $14,000. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.67 per annum, the total annual salary expense would be $14,666.67, thereby saving $4,533.33 per annum.

1. *It is recommended that the correspondence clerk personally consult the records in the Returns Division and in the register section of this division for necessary data in preparing cases for action.*

Preparation of correspondence.—All cases relating to the service of commissioned officers are referred to the Returns Division for a memorandum of the records of the officers concerned. A request is written on the record card by the correspondence clerk in the Appointments, Commissions, and Personnel Division, asking the Returns Division for the record. The registers in the Returns Division are searched, and the requisite information is regard to the officer is written on the record card and the card is then returned to the Appointments, Commissions, and Personnel Division. This makes it necessary for two clerks (one in each division) to look over the correspondence and become familiar with the nature of the case. It is also necessary for the chief of the Returns Division to glance over the correspondence to learn its nature in order to distribute it to the clerks who have that part of the work to do. If the case refers to the record of more than one officer, it may be necessary for several clerks to handle it. This means that each of them will have to read the communication before he can proceed. By consolidating the Returns Division and the Appointments, Commissions, and Personnel Division the records of the former will be within easy access of the correspondence clerks now in the latter division, so that it will be possible for them to personally consult the records for the necessary data in preparing cases for action, thus eliminating the time spent by the several clerks of the Returns Division in looking over the correspondence and transmitting to the Appointments, Commissions, and Personnel Division, by means of a report on the record card, the

information from which is drafted the formal reply. It will also leave the clerks in the Returns Division free to concentrate their energies on the compilation of records. In the majority of cases there is an unnecessary amount of information furnished by the Returns Division, for the reason that they do not know to what extent the correspondence clerk in the Appointments, Commissions, and Personnel Division will require record data. For the same reason information is liable to be omitted from the record-card report prepared in the Returns Division, due to the clerk not realizing just what is necessary for an adequate reply in the case. This is particularly true of clerks who have been in the office for a short period only. It is believed that with the installation of a card record in the Returns Division showing the service of the commissioned officers of the Army it will be a simple matter for the correspondence clerks themselves to get necessary information from the record cards.

There is nothing technical about the records in the Returns Division. The correspondence clerks in the Appointments, Commissions, and Personnel Division are fully as familiar with the methods of interpreting the data on the returns as are the clerks in the Returns Division. And the correspondence clerks are more familiar with the latest decisions regarding the status of officers, commutation of quarters, and travel allowances. As it is not always possible for the Appointments, Commissions, and Personnel Division to get all the information necessary for action on a case upon the first request of the Returns Division, the time consumed between the time the case is first sent by the correspondence clerk in the Appointments, Commissions, and Personnel Division to the Returns Division and the time it is received by the correspondence clerk after all the information desired has been entered on the record card is, in our opinion, more than equal to that which would be required for the correspondence clerks in the beginning to search the records for the information necessary for action on the case. That this reference to the records by the several correspondence clerks in the Appointments, Commissions, and Personnel Division would interrupt the posting of records by the compilers in the Returns Division is true, but, by placing the compilers who have the officers' records whose names commence with letters from A to E next to the correspondence clerk who will handle the correspondence affecting these officers, the correspondence clerk may draw from the file such cards as he will need for a case. For the short period that he is handling that case, this interference will be practically nothing.

Preparation of orders.—It is now the practice in the Appointments, Commissions, and Personnel Division for a correspondence clerk, after an order has been drawn up in rough draft, to have it

sent to the register section of that division for a verification of the spelling of the officer's name and the designation of his regiment and rank. The draft is then sent to the Returns Division, where a pencil memorandum is placed on the back, showing the address of the officer and his status, and then the draft is sent to the Orders Division for printing. By having the correspondence clerk prepare his own case in reference to looking up the records, these two steps in sending orders from the Appointments, Commissions, and Personnel Division to the Orders Division will be eliminated. The correspondence clerk will be familiar with the proper designation of the officer and the correct spelling of his name, and should be held responsible that the name appears in the order correctly, and that the officer's status is so shown in memorandum form on the order, so as to insure a proper distribution of copies of the order by the Orders Division.

2. *It is recommended that the present letter forms be revised and consolidated so that the inserted matter may be concentrated in one place.*

An examination of the forms used in connection with the work of this division shows that by a rearrangement of the matter thereon a saving of time in filling them out on the typewriter can be effected. The blank spaces in which the typewritten information must now be inserted are scattered. The forms should be revised so that the inserted matter may be concentrated in one place, and by so doing the speed of filling out the forms would be materially increased. This will not only save time of the stenographer, but also enable the reviewing officer or employee to see at a glance the inserted information, because of its being all in one place. He will not have to scrutinize the entire form to see whether the same is made out correctly.

It also appears that there are cases where form communications are sent simultaneously to several persons with practically the same inserted matter, although some slight difference or variation in the printed part of the form may exist. By rearranging such forms so that they may be filled out by one process a considerable saving of time will be secured.

3. *It is recommended that the present card for recording applicants for examination for appointment in the Army be revised to also record the results of the examination.*

All pending applications for appointment in the Army from civil life or from the ranks of the Army are now kept on blank cards which show the name, age, and birthplace of the applicant. When the applicant has been examined a new card is made out showing the result in detail of the examinations, both preliminary and competi-

tive. By inserting the same information which is now put on the blank card on the card showing the result of the examination in the spaces already provided for this information, there would be a saving in the time required in making out the blank card and a saving of space in the card file, and the card now used for showing the name of the applicant could be discontinued. Besides, in the case of each record of examination for appointment there would be saved in filling out the form the work involved in writing name, age, and birthplace of the applicant. The only change necessary in those cases where it is essential to record the result of an examination would be to remove the record card of the applicant from the file, record the result of the preliminary and competitive examinations and transfer the card to the file containing the results of the examinations.

4. *It is recommended that the two lists now being maintained in the register section showing the relative and lineal rank of officers of the Army be consolidated by the use of an adjustable visible index.*

Lists showing the lineal rank of officers of the several corps or arms of the service, as well as the relative rank of all officers in the Army, are published monthly in the Army List and Directory. For the purpose of making up these lists each month, a continuous record is kept in books, which, of necessity, must be corrected day by day in accordance with the changes made in the official ranks of the Army. The book record showing the lineal rank of officers contains, entered in the order of their standing in each grade, the names of officers of the several corps or arms. The successive changes are shown by interlineation, crossing out, transferring, and adding to the record. After the book has become filled, which occurs within two or three years, the information must be transferred to another record.

In connection with the present list there is employed the method of drawing lines of different colors to indicate changes in respect to particular officers. For example, if an officer is detailed to the staff, a green line will be drawn through his name, if sent to some other service a red line, etc.

The present method is lengthy and presents many possibilities for error. It is inconvenient and occasions a great deal of unnecessary work, in our opinion, whenever a change is made in the grade, position, or duties of an officer, since this necessitates ruling out the name of the officer if he has died or been separated from the service, or if he has been promoted from one rank to another. For example, a major is promoted to lieutenant colonel. The method by which the position number of the new lieutenant colonel is determined is by counting up the number of names unscratched ahead of him.

We recommend the use of a visible, adjustable index for maintaining intact and at all times up to date a list of officers showing their relative and lineal rank. These two lists can be combined by the visible index, which will be far more speedy of consultation, more compact, easily kept up to date, and practically free of the possibility of error. The visible index is a device which holds in a panel strips of cardboard of uniform size. The panel is so constructed that it permits the strips of cardboard to slide up and down without their having to be removed and reinserted. They can also be removed singly from any position in the panel without injury. The standard sized panel holds from 70 to 80 name cards, or strips of cardboard, according to the width of card used, and are mounted on leather-backed metal leaves, two panels on each leaf; the leaves, in turn, are mounted on desk or shelf stands, wall brackets, or in book form. The name cards may be readily typewritten by the aid of a simple attachment adaptable to any typewriter.

By the use of a numerical scale at the left of each panel the relative rank of any officer of the Army could be instantly determined, and when a change occurred affecting the lineal or relative rank of a portion of the list, the change would be automatically shown. This would be possible because the small strips of cardboard on which the names are written are adjustable. The marginal scale on the left of each panel is immovable and the changes in position would be shown by shifting the slips of cardboard containing the officer's name and not by changing the scale.

By the use of this index, whenever a change is made in the rank of an officer of the Army, the lineal rank of all officers below him in rank would be immediately automatically adjusted. For example, if in a list containing names from 1 to 100, officer who stands No. 40 should leave the service the removal of the officer's name slip would automatically cause the officers whose rank heretofore had been from 41 to 100 to each enter a rank one place above that which he formerly held. By closing up the gap made by the removal of the slip numbered 40, slip heretofore numbered 41 would then be pushed up opposite the number 40 on the margin; 42 would become 41, and so on. By this means the rank of any officer in the entire Army would always be shown and the possibility of error be practically eliminated.

In connection with the visible index there are provided fiberloid transparent tubes of different colors, each one designed to slip over the strip of cardboard containing the officer's name, thus showing by their color the particular classification of the officer concerned.

The method by which the two lists may be combined is as follows:

The list can primarily be arranged to show the relative rank of all the officers of the Army, regardless of the arm of the service to which they belong. In order to show lineal rank of officers of Cav-

alry, Field Artillery, Coast Artillery, Infantry, etc., transparent fiberloid tubes of different colors to designate the corps or arms of the service can be placed over the white cards bearing the names of the officers in the list showing the relative rank. Thus it will always be possible to determine at a glance the rank of one officer in relation to another, whether in the same arm of the service or from the standpoint of the Army as a whole. The time spent in maintaining and consulting this list will be practically nil, chance for error will be reduced to the minimum, and the work of making up the Army List and Directory will be cut 50 per cent. At present it is necessary, in addition to the two men regularly engaged upon this work, to detail three or four clerks from the remaining force of the division, who consume about three or four days each month in preparing the Army list. This extra work could be entirely saved by the use of the adjustable index.

2. SAVINGS.

There are now 13 employees in this division, with salaries aggregating $19,200 per annum. With the adoption of our recommendations, this force can be reduced to—

1 correspondence clerk in charge	$1,800
2 correspondence clerks (class 3)	3,200
1 register clerk (class 2)	1,400
3 correspondence clerks (class 2) with salaries aggregating	4,200
2 stenographers (class 1) with salaries aggregating	2,400
1 engrossing clerk	1,000
10 employees at an aggregate annual salary expense of	14,000

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.67 per annum, making a total annual salary expense of $14,666.67, leaving a net reduction in salary cost of $4,533.33 per annum.

Military Academy Division.

In another part of our report on The Adjutant General's Office, recommendations have been made for the consolidation of this division with the appointments, commissions, and personnel and the returns division of The Adjutant General's Office.

SUMMARY OF RECOMMENDATIONS.

1. That the card register of cadets be discontinued.

2. That the card register of appointments of cadets, now filed alphabetically, be confined to those candidates who have not been actually admitted to the academy, and be limited in the data it contains to the names of the appointees or candidates and the districts or States from which appointed.

3. That form letter A. G. O. 50, which is now used to notify Congressmen of vacancies, be changed regarding inclosures, so as to provide for forwarding three copies of form A. G. O. 51 (as amended by our recommendation No. 6) and three copies of the regulations of the Military Academy.

4. That forms A. G. O. 103 and 104, now used by Congressmen in making nominations, be discontinued.

5. That form letters, A. G. O. 55 and 130, now used in notifying candidates of their contemplated appointment, be discontinued.

6. That the blank form of acceptance, A. G. O. 51, be so changed that it can serve the purposes of the present card register of cadets.

7. That carbon copies be made of the lists of candidates for examination at the various Army posts and that these carbon copies be forwarded to the superintendent of the Military Academy in lieu of the separate list now prepared.

8. That the present card register of cadet warrants be discontinued. The date warrants are issued to be noted on the records of the cadets.

With the adoption of the foregoing recommendations, the present force of four employees with salaries aggregating $5,800 per annum, can be reduced to one clerk with an annual salary expense of $1,600. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.67 per annum, the total annual salary expense would be $2,266.67, thereby saving $3,533.33 per annum.

Criticisms of the present methods employed in this division are included in the following discussion of the several recommendations just stated.

1. *It is recommended that the card register of cadets be discontinued.*

The maintenance of this file necessitates a duplication of the original records with no increased accessibility for reference purposes being gained thereby.

By flat filing the original records geographically the same data will be equally as accessible as on the card register.

2. *It is recommended that the card register of appointments of cadets now filed alphabetically, be confined to those candidates who have not been actually admitted to the academy, and be limited in the data it contains to the name of the appointee or candidate and the district or State from which he is appointed.*

That there is no need of encumbering a file of this kind with the names of cadets who have already entered the academy is obvious when it is known that rosters are issued by the Military Academy showing alphabetically the personnel of the academy by classes each year. The present file contains data entirely unnecessary for the purpose intended. By using a small 3 by 5 card with the name and the State or district from which appointed the records of the

candidates desired can be readily located. Under the present method it is again necessary to duplicate the original records, which, we assert, are fully as accessible as is this card record.

3. *It is recommended that form letter A. G. O. 50 used to notify Congressmen of vacancies be changed regarding inclosures, so as to provide for forwarding three copies of form A. G. O. 51 (as amended by our recommendation No. 6) and three copies of the regulations of the Military Academy.*

The present method of securing the appointment of candidates for cadetships not only incurs the use of unnecessary forms by the Office of The Adjutant General, and consequent clerical labor, but Congressmen are obliged to write additional letters that might very easily be eliminated. The present method requires Congressmen to make out three separate nominations, one for the principal and one each for the alternates. These are forwarded to The Adjutant General in reply to his letter requesting the nominations. On receiving the nominations, the clerk in the Military Academy Division makes out the card for the register of appointments and notation of the nomination is made on the card register of cadets. A letter is then prepared for the principal, another for the first alternate, a third for the second alternate, notifying them of their contemplated appointment and requesting them to report at a certain place on a certain date for examination. These three letters are forwarded, each with a blank form of acceptance and copy of the Military Academy regulations, to the nominees through the Congressman. By forwarding to the Congressmen, The Adjutant General's Office again imposes on the Congressman the necessity of writing forwarding letters to the three nominees inclosing the blank form of acceptance and copy of regulations in each case.

The acceptance of each of the appointees is forwarded to The Adjutant General's Office direct. In case of refusal of the proffered appointment by any one of the three appointees, it is again necessary for The Adjutant General's Office to notify the Congressman of this fact that he may make another nomination, in which case the same steps are necessary as have been here outlined. On receipt of the acceptance by the principal appointee a notation is made on the register of cadets to that effect. We recommend that the three blank forms for acceptance of the appointment and the three copies of the regulations of the Military Academy be forwarded with the first letter to the Congressman notifying him of his privilege in this regard. The Congressman in turn will forward these blank forms to his prospective appointees and if they accept the appointment the forms will be made out at that time and forwarded to the Congressman who, with his reply to the letter from The Adjutant General's Office, can forward them. The Congressman is relieved of the necessity of making

out three separate nomination papers; the Military Academy Division is relieved of the necessity of making out cards for the register of appointments, of making a notation of the nomination on the register of cadets, and of writing one letter to the principal and one to each of the two alternates and a letter to the Congressman forwarding these letters. Clerical labor is also saved by removing necessity for entering on the register of cadets that the nominee has accepted the contemplated appointment. In brief, our recommendation provided that The Adjutant General's Office notify the Congressman of his privilege of making three nominations. The Congressman makes the nominations and the acceptances are sent to The Adjutant General's Office, after which nothing is further needed but to receive the results of the examination of the candidates. Under the present method the Congressman is, of necessity, required to write a letter forwarding the blank forms of acceptance and copies of the regulations. Under the proposed method he can give the additional information of where and when they are to take the examination.

4. *It is recommended that form letters A. G. O. 103 and 104, now used by Congressmen in making nominations, be discontinued.*

The further use of these forms will not be necessary on the adoption of our recommendation No. 3.

5. *It is recommended that form letters A. G. O. 55 and 130, now used in notifying candidates of their contemplated appointment, be discontinued.*

The further use of these forms will not be necessary on the adoption of our recommendation No. 3.

6. *It is recommended that the blank form of acceptance A. G. O. 51 be so changed that it shall serve the purpose of the present card register of cadets.*

This form should be changed to include the following:

1. By whom the candidate was nominated or appointed.
2. Result of his examination.
3. The date on which the warrant of cadetship was issued.

It is not recommended that the size of the form be changed, but that the information thereon be so arranged that it can be indexed geographically.

7. *It is recommended that a carbon copy should be made of the list of candidates at the various Army posts and that these carbon copies be forwarded to the Superintendent of the Military Academy in lieu of the separate list now prepared.*

The present method of making a list of the candidates to be examined at the various Army posts in addition to separate lists for each

Army post seems crude. By the use of a carbon a separate set of the lists that are for the use of the several examining boards can be made and sent to the Superintendent of the Military Academy and will serve him the necessary purposes in better form than the lists now prepared.

8. *It is recommended that the present card register of cadet warrants be discontinued. The date warrants are issued to be noted on the register of cadets.*

This file seems obviously unnecessary, as the same data could very easily be inserted on the original record file.

SAVINGS.

There are now four employees in this divison, with salaries aggregating $5,800 per annum.

With the adoption of our recommendations this force can be reduced to one clerk, class 3, at $1,600.

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.67 per annum, making a total annual salary expense of $2,266.67, leaving a net reduction in salary cost of $3,533.33 per annum.

Returns Division.

In another section of this report the consolidation of this division with the present Appointments, Commissions, and Personnel and Military Academy Divisions is recommended and discussed in detail.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That returns and personal reports be filed flat.
2. That the record of service of officers be compiled on individual cards, approximately 9 by 11¾ inches.
3. That the present method of recording the services of officers of the Army by years and months be discontinued.
4. That the arrangement of the records be alphabetical, for both current and transfer files.
5. That the Army List and Directory show, under personnel of regiments, only the names of the officers belonging thereto, omitting the dates of rank and company letters.
6. That an adjustable visible index be provided for showing the position of officers on the foreign service roster.
7. That the present card record of the foreign service of officers be discontinued.
8. That the present card record of the detached service of officers be discontinued.

9. That the present card record of the leaves of absence of officers be discontinued.

With the adoption of the foregoing recommendations the present force of 13 employees, with salaries aggregating $17,000 per annum, can be reduced to 8 clerks with an aggregate annual salary expense of $10,800. Adding to this expense one-third of the salary of a chief of the consolidated division, $666.66 per annum, the total annual salary expense would be $11,466.66, thereby saving $5,533.34 per annum.

1. *It is recommended that returns and personal reports be filed flat.*

As the original records must be handled and used as the basis of all evidence regarding the history of the United States Army and its personnel, their accessibility should be the prime factor in determining the method of filing them. That the returns are filed folded is due probably to the fact that they are so received from the headquarters of the post or organization preparing them. Consequently the returns are not folded uniformly, and some, being larger than others, are folded three times instead of twice. If a return is received folded unevenly, or if of a size when folded larger than the others, it is filed in the same file box regardless of how it fits. This causes the folds of the returns which project to be rubbed against the sides of the file box each time a return is extracted, for they are compressed by a locking device that has to be released before a return can be removed from the box, which necessitates moving all or the greater number of the returns in the box to get at one. It is a well-known fact that papers, after being filed folded a number of years become so creased that if the folds are smoothed out to read the writing they are likely to crack, and if old to crumble. Folds also tend to obliterate the writing. Returns that are filed folded are not as accessible as those filed flat, for it is necessary, in order to examine a return, to unfold it and to file it again to refold it. Hence the method of filing returns folded is neither economical in time and labor nor a safe protection for the records.

The present method of filing personal reports of officers in individual envelopes imposes unnecessary work on clerks engaged in filing and searching and requires the briefing of all reports that are on forms larger than 3½ by 8 inches. While the majority of the reports are on the smaller form, the tendency will be for officers to use the letter size form, now that they are required to submit reports only when their status or station changes. The argument against briefing is so fully set forth in our criticisms of the general system of correspondence that it is deemed unnecessary to repeat them here. By filing the reports in folders, flat and vertically, envelopes would not be required and briefing would be eliminated. These reports are of

such a temporary value it is recommended that they be destroyed after they are two or three years old.

It is recommended that the record of service of officers be compiled on individual cards, approximately 9 by 11¾ inches.

In a system that compiles records which must be searched daily, the chief requirements are accuracy and accessibility. Subordinate to these two is economy of material required for the records when compiled.

There are three forms of ruling and four forms of printing in the present system, and these are bound in six flat-opening volumes in full leather with canvas covers.

The book system requires approximately double the number of record spaces necessary for one year.

There are six on each leaf of the books now in use, and the following table will show the necessary annual allowance:

Books.	Number of officers.	Number of spaces.
Infantry	1,529	3,300
Staff	1,261	1,926
Retired	1,001	1,209
Artillery	905	2,100
Cavalry	749	1,950
Philippine Scouts and Porto Rico Regiment	169	480
Total	5,613	10,965

The changes that occurred in 1911 were:

Promotions and transfers in Infantry, Cavalry, and Field Artillery	635
Transfers only in Infantry, Cavalry, and Field Artillery	291
Details and reliefs from detail in Staff Corps	211
Retirements	70
Appointments to the Medical Corps from the Medical Reserve Corps	46
Total	1,253
Added to the number of officers	5,613
Gives a total of used spaces of	6,866
Number of spaces not used	4,094
Allowance	10,960

The present system of book registers hampers posting by exposing the operation to errors which can be avoided and by requiring the transfer and duplication of officers' data with unnecessary frequency. One source of error is in having the records of six officers on one page. Care is always necessary in compiling and searching to take the data from the right place.

It is necessary, except in the case of staff officers, to transfer an officer's record whenever he is promoted, or when he changes from one organization to another. While transferring of a record is still a simple operation, it presents a possibility of omissions in an officer's record. For example, the officer's record may show him to be on leave or changing station at the time his record is transferred, with the result often that the leave is not terminated on the correct date or he is not given the proper allowance of travel time in changing station, due in each case to the complete record not being immediately at hand.

Duplication of data is now necessary when an officer is transferred to another regiment or relieved from detail in a staff corps and when retired. The officer's name and station, his duties or status, and orders affecting his future status must be entered on the new record.

The present policy of keeping certain regiments in the Philippine Islands permanently causes many more changes in the personnel of regiments than when one regiment relieved another, making it more difficult to estimate the spaces that will be required in each regiment in a year.

The changes in the strength of the Army in 1901, increasing the Infantry and Cavalry regiments by five each, required two new volumes, one 25 per cent, the other nearly 50 per cent, larger than the ones already in use, although the increase in officers was only 20 per cent and 33⅓ per cent, respectively, and caused the rewriting of 1,750 names of officers, their stations and duties, because the volumes then in use would not hold the increase.

In 1907 the change in the organization of Artillery necessitated a new volume of 250 pages and caused the rewriting of 700 names of officers, their stations and duties.

In preparing a military history of an officer it is now necessary to follow his record from his appointment, through each promotion and transfer, each detail to a staff corps or department and relief from same, and each year of his service to his retirement and death. This means an officer's record may be in 32 different books and 41 different places, as is shown by the following table:

	Average.
1. Appointment	1 place
2. Each promotion and transfer	5 places
3. Each transfer without promotion	2 places
4. Each detail to a staff corps	1 place
5. Each relief from detail to a staff corps	1 place
6. Retirement	1 place
7. Each year of service	30 places
Total	41 places

Each year of service, each detail to a staff corps and relief from same, means another book to be handled, usually filed in another

place. The above table does not consider the many transfers to the unassigned and detached officers' lists, and yet each transfer means another place for the officer's record.

When statements are required involving the service of a great many officers, as the detached or foreign service of officers of the line, requiring the time of many clerks, confusion is caused when reference to the same volumes is sought by two or more clerks at the same time.

By compiling the records on cards it would be unnecessary to transfer an officer's record other than to change the position of the card in the file. And even this would not be necessary under an alphabetical arrangement, as is recommended later in this report.

The safety of records compiled on cards has been thoroughly tested by every variety of business and found wholly satisfactory in that respect. While it is admitted that cards may be lost, misplaced, and even destroyed by careless or unscrupulous clerks, it is not believed that such clerks would be given the care of records, even in bound books. It is no more difficult to make wrong entries in a bound book than on a card, and there is always the original record for final reference. Either system is merely a recapitulation of the original records.

On locating the card desired it is always before one, with no liability for error through glancing at the wrong record.

The card system would have two files, one for the current year and one for past years, or (as recommended later in this report) one for officers now on active duty and on the retired list and another for those separated from the service by resignation, death, or discharge. Thus the records for each officer would be in one place only. There would be no handling of foreign or dead matter in preparing statements, and the records would be instantly accessible. No confusion could result under the card system, for the only reference to an index would be in withdrawing the cards of the officer whose service is desired and preparing a statement from them at the clerk's own desk.

In the card system only one posting of data would be necessary, as the record of an officer would remain on one card, irrespective of his organization or duties. It would also wholly eliminate the rewriting of any names, for its capacity would be unlimited, allowing the addition of as many names as might be necessary. No allowances would have to be made for changes or increases, as the number of officers would govern the amount of material or number of cards required and not the possible number of changes to occur in a year.

One form of card, similar to the form herewith submitted, would serve the purposes of the forms now used, and there would be no expensive bindings each year. The filing drawer would be the initial and only cost, and they would not equal the price that is annually paid for the volumes now used.

Name—to be engrossed in india ink.]

Commissioned service.						Foreign service.																				
Rank.	Arm.	Regiment.	Date.			Left United States.			Destination.	Arrived.			Left.			Period.			Returned to United States.			Period foreign service.		
			Day.	Month.	Year.	Day.	Month.	Year.		Day.	Month.	Year.	Day.	Month.	Year.	Years	Months.	Days.	Day.	Month.	Year.	Years.	Months.	Days.

Stations and duties.	From—			To—			Detached service.			Leave record.							
										From—			To—			Days.	Balance.
	Day.	Month.	Year.	Day.	Month.	Year.	Years	Months.	Days.	Day.	Month.	Year.	Day.	Month.	Year.		

3. *It is recommended that the present method of compiling the services of officers of the Army by years and months be discontinued.*

The present method of recording the services of officers of the Army by calendar years is due to the use of bound books for this record. On the 1st of each January a new book is provided for each arm of the service, the Infantry, Artillery, Cavalry, Staff, Philippine Scouts, and Porto Rico Regiments of Infantry officers and the retired officers. And in each of these books a separate space for the year's record of each officer is provided. In beginning the year's record it is necessary to write, in longhand, the names of all officers, their stations and duties; for each month of that year it is necessary to show, either by ditto mark or otherwise, as may be necessary, the station, whereabouts, and duties of that officer as shown by the returns on the last day of each month. For example, if Lieut. Jones, of the Infantry, is stationed at Fort Slocum, N. Y., on the 1st of January and is doing the duties of a recruiting officer there this fact is stated. Then follows for each month, as the returns from Fort Slocum are received, the entering by ditto mark the fact that Lieut. Jones was on duty at Fort Slocum, N. Y., as a recruiting officer for the entire year. If Lieut. Jones is ordered from Fort Slocum, N. Y., to Columbus Barracks, Ohio, the date of leaving Fort Slocum and the date of joining Columbus Barracks are shown, and the latter station is written in the space reserved for the station of the officer. From the fact that the average officer is at the same station for at least one year, and in a surprisingly large percentage of cases he is there for four years, it is now necessary to make a notation each month during the entire period that he remains. Thus to record the fact that Lieut. Jones was stationed at Fort Slocum, N. Y., from January 1, 1908, to December 31, 1911, it is now necessary to make 48 notations, including writing his name, rank, and duties four times and in four books, since a new book is required each year. By this method it is necessary to search in approximately 30 different books in preparing a military history of an officer now on the retired list. In preparing statements of the average officer now on the active list it is safe to approximate the number of books necessary to search as six. This is necessary in preparing such statements as the amount of leave an officer has taken, the amount of detached service he has had, the amount of foreign service, or the list of his stations. Thus the records are in a scattered condition and involve the handling and searching of an unnecessary number of volumes. By using a separate card for each officer's record, of a size 9 by 11¾, it will be possible to show on this card his services, in as complete a state as is now shown under the present method for

a year, for from 5 to 15 years. To prepare statements of the various kinds of service of an officer it would not be necessary to go over a lot of irrelevant data. Three or four cards would constitute the complete compiled record of the services of an officer who had been in the Army for over 30 years. These cards would be in one file, thus making it necessary to refer to but one place for the necessary information. We submit on another page a form which it is believed will answer the requirements of a complete compiled record. From our point of view such a record should include only the changes in the services of an officer and not the repeated statements of the same duty. It will be seen that provision has been made for showing the various stations of an officer, the date of joining and the date of leaving, his leaves of absence, his sicknesses, his duties, his orders, and any other data that may be necessary to show his official record. It will not be necessary to remove the card from the file once every month to post the fact that the officer is on duty at Fort Slocum, N. Y., and it will not be necessary to finger over this card in referring to other officers' records, as is now necessary in keeping them in book form. It will, of course, be necessary for the compiler to compare the officer's record with the returns as they are received each month, but it will not be necessary to remove the card from the file or to insert on it any data if his duties or station have not changed.

4. *It is recommended that the arrangement of the records be alphabetical for both current and transfer files.*

A fruitful source of error in the posting of returns is found in the present arrangement of the records. An officer is detailed or relieved from detail in a staff corps effective on the date of the order. If the officer remains on the duty after being relieved from detail, the post return will, in some cases, continue to designate the officer as of the former organization. The result is that the clerk who should post the record fails to do so because of the wrong designation, and the clerk who formerly kept the officer's record passes the data because of the officer's orders.

When a new clerk is put on the work of compiling, he is seriously handicapped until he becomes familiar with the names of the officers whose records are in his book. As there are from 700 to 1,500 names in a book, it would be some time before he would become familiar with the names. Especially would this be true of officers of the line, who are detailed in a staff corps for four years, and unfamiliarity with the names of the officers causes many omissions of data on post returns and record cards that is important. Sometimes the organization to which an officer belongs is omitted, in which case it is quite necessary to recognize the officers on one's book.

Two causes for daily referring to the records are readdressing officers' mail that is sent to The Adjutant General to be forwarded, and issuing, each month, the Army List and Directory. In readdressing mail the alphabetical list of the directory is used, except in doubtful cases. This is a safe practice provided the directory is correct. But an address may have been correct at the time the directory was printed and still be wrong for addressing mail. The most difficult task in issuing the Army List and Directory is in getting the addresses correct in the alphabetical index. It is difficult because of the present arrangement of the officers' records.

Line officers are arranged according to regiments and rank, staff officers by corps or department and rank, and retired officers by rank alone. To locate an officer's record an alphabetical index is necessary, either to find the page number or the regiment and rank. As has already been mentioned in this report, an officer's record may be in approximately 41 different places, due to the present arrangement of the records and the fact that they are in bound books. It takes as long now to turn to the index and locate the page of the record as it does to turn to the page or post the record. In posting personal reports of staff and retired officers it is necessary to page them and after posting to sort them alphabetically for filing.

The present system divides the number of officers' records among six clerks, as follows:

Arm of service.	Number of officers.
Infantry	1,529
Staff	1,261
Retired	1,001
Artillery	905
Cavalry	748
Porto Rico Regiment and Philippine Scouts	169
Total	5,613

The number of operations caused in one day by the present arrangement is equal to the number of times it is necessary for each of 21 clerks to refer to an index to locate an officer's record in doing the following routine work:

1. Answering inquiries on status of officers:
   (*a*) On record cards.
   (*b*) By phone.
   (*c*) By persons.
2. Checking alphabetical list of Army List and Directory.
3. Statements of:
   (*a*) Detached service.
   (*b*) Foreign service.
   (*c*) Leaves.
   (*d*) Military record.
   (*e*) Stations.

It should be remembered that even in the cases of line officers belonging to regiments it is necessary to know his regiment and rank in order to find his record in each volume that it is necessary to search.

The alphabetical arrangement of the records would give to each clerk the same officers for their entire service. This would be an advantage in several ways. A clerk would become familiar with the names and service of his officers, and a new clerk would not be handicapped, for the alphabetical arrangement would be a guide to him. Also, it would be as easy to address officers' mail direct from the records as from the directory and *with absolute accuracy*. The alphabetical index of the Army List and Directory would be kept up to date in a much more efficient manner than is now practicable and with one-fifth less time. The argument that with this arrangement of the records it would be much more difficult to keep the personnel of organizations posted up to date is answered in our recommendation that this division be consolidated with the Appointment, Commission, and Personnel Division, thus bringing the records of that division and this together. The personnel of regiments is already kept in the register section, hence there would be no additional work given this section in this regard. The affixing of the regimental or company office or letter is now done from the latest regimental returns and orders, and not from the records compiled. So that nothing would be lost in accuracy and a great amount of time would be gained by the alphabetical arrangement. No index would be necessary to locate an officer's record, for they would be self-indexing. The time saved in posting returns would be one-third, for it would take no longer to turn to the record of a line officer than it now takes; and in the cases of staff, retired, or Coast Artillery officers the time now required to turn to the index and locate the page number would be eliminated. The time saved on personal reports would be 50 per cent, for it is now necessary to sort them alphabetically, page them, sort them numerically, post them, re-sort them alphabetically, and file them. By the alphabetical arrangement of the records they would be sorted alphabetically, posted, and filed. The records would be equally divided among four clerks, thus making one set of records no more burdensome than any other set. There could always be an equal division of the records or according to the capacity of the clerks and without disrupting the system in any way.

In preparing statements such as have been prepared in the past six months this proposed arrangement would eliminate an average of eight operations on every record searched, or about 32,000 for the work that is now requiring the time of 21 clerks. It would be hard to estimate the time to be saved by the elimination of these unnecessary operations, but it probably would be at least four-fifths.

By filing the cards alphabetically care would be necessary to select the proper card, as officers' records whose names are alike would be together, but there are no cases in the present personnel of the Army where two or three officers have full names alike who are commissioned in the same arm of the service and have the same rank.

5. *It is recommended that the Army List and Directory show, under personnel of regiments, only the names of the officers belonging thereto, omitting the dates of rank and company letters.*

This data is shown elsewhere in the directory, under the list of relative and lineal rank. If anyone desires to know the date of rank of an officer and the records of The Adjutant General are not accessible, the index will establish the rank, and by glancing through the relative rank list the date of rank can be determined. It is not seen that the insertion of the date of rank after each officer's name under the personnel of organizations will serve any useful purpose in the office of The Adjutant General, and for the few cases where such information is desired the process above outlined would require so little extra time that it would not seem to justify the time required and the liability to error now incurred to keep it posted up to date. The insertion of the company letters serves no useful purpose to anyone, for an officer may be transferred to two or three other companies or be given other duties between the time a return is sent to The Adjutant General and the time the directory reaches officers in the field.

6. *It is recommended that an adjustable, visible index be provided for showing the position of officers on the foreign-service roster.*

The purpose of the present card record of the foreign service of officers is to show what officers of a given arm of the service and rank are next in order for serving a tour of foreign service, relieving those whose tours have expired. In order to have this information always at hand the total amount served beyond the limits of the United States, in years, months, and days, is shown in pencil at the top of the card, and the cards are filed in the order of the amount here shown, beginning with the least, under each grade in the several arms of the service. Thus, the 10 or 15 cards at the front of the file show the 10 or 15 officers who have to their credit the least amount of foreign service in that particular grade and arm of the service.

With the adoption of this recommendation the purpose of the record will be better served in that the information desired will be at all times visible, the record will be more compact and more easily kept up to date, and will be practically free of the possibility of error.

The visible index is a device which holds in a panel strips of cardboard of uniform size. The panel is so constructed that it permits the strips of cardboard to slide up and down without their having to be removed and reinserted. They can also be removed singly from any position in the panel without injury. The standard-sized panel holds from 70 to 80 name cards, or strips of cardboard, according to the width of card used, and are mounted on leather-backed metal leaves, two panels on each leaf. The leaves in turn are mounted on desk or shelf stands, wall brackets, or in book form. The name cards may be readily typewritten by the aid of a simple attachment, adaptable to any typewriter. By the use of a numerical scale at the left of each panel the relative position of each officer would be readily determined. When a change occurs the new positions would be automatically shown. The marginal scale is immovable, and board containing the officers' names and not by changing the scale.

7. *It is recommended that the present card record of the foreign service of officers be discontinued.*

With the adoption of our recommendations Nos. 2, 4, and 6, provision will be made for showing this information, in detail, on the compiled record of each officer and the form submitted in connection with recommendation No. 2 provides for showing it in as compact a form as is shown on this card record.

8. *It is recommended that the present card record of the detached service of officers be discontinued.*

The reasons for the discontinuance of this record are the same as those given in the recommendation just preceding.

To determine the officers to be relieved from detached service or those who may be detailed a tickler is recommended in the form of a colored signal so placed on the card that the position of the signal will designate the month the officer is due either for detached service or for duty with his regiment.

9. *It is recommended that the card record of the leaves of absence of officers be discontinued.*

The reasons given for the discontinuance of the card record of foreign service apply with equal force to this record. By the use of colored signals, to serve as a tickler in showing those officers who have exceeded the amount of leave to which they are entitled, there will be a greater safeguard than the present method affords.

SAVINGS.

With the adoption of our recommendations, the work of compiling can be accomplished by four clerks, leaving four to have general supervision and handle such cases and inquiries as can not be answered readily by an examination of the compiled records. One of the four clerks will have charge of the foreign service roster and the register showing the strength of the Army.

The salaries of the eight clerks would be as follows:

1 clerk, class 4, in charge	$1,800
1 clerk, class 3	1,600
2 clerks, class 2	2,800
3 clerks, class 1	3,600
1 clerk, at	1,000
8 employees at a total annual salary expense of	10,800

To this salary expense must be added one-third of the salary of a chief of the consolidated division, $666.66 per annum, making a total annual salary expense of $11,466.66, leaving a net reduction in salary cost of $5,533.34 per annum.

Medical Division.

SUMMARY OF RECOMMENDATIONS.

1. That records in the custody of the Medical Division pertaining to volunteer troops, together with such records of the Regular Army not needed in connection with current military affairs, be transferred to proposed new file building, and that records pertaining to current military affairs be transferred to the State, War, and Navy Building.

2. That the Medical Division be abolished and its files and work transferred to other divisions.

3. That the medical records, individual medical reports and other papers necessary to be consulted in handling cases affecting officers and enlisted men in the Regular Army, be transferred to proposed new divisions.

4. That the medical record cards for volunteers be transferred to the Regimental Records Division and that these cards be placed in the file of military record cards, and that statements of military and medical histories be furnished at the same time and by making only one examination and search of the records.

5. That the keeping of the book record of withdrawn cards be discontinued.

6. That The Adjutant General's Office request the Pension Office to use forms similar to those used by the Auditor for the War Department in requesting reports on military and medical histories.

With the adoption of the foregoing recommendations, the present force of employees can be reduced from 23 to 17 clerks, and will effect an annual saving in salaries of $10,000.

1. *It is recommended that records in the custody of the Medical Division pertaining to volunteer troops, together with such records of the Regular Army not needed in connection with current military affairs, be transferred to proposed new file building, and that records pertaining to current military affairs be transferred to the State, War, and Navy Building.*

This division is located in part in the State, War, and Navy Building, and in part in the Army Medical Museum. In the former building are located the medical record cards for volunteer troops and the medical record cards for men in the Regular Army up to the year 1884. In the Army Medical Museum are located the medical record cards of men in the Regular Army from 1884 to 1910, together with original medical papers, such as monthly reports of sick and wounded, hospital reports, personal papers relating to individual patients, etc. This location of the files is open to the following criticisms:

(*a*) The two portions of the division are in widely separated buildings, thus necessitating loss of time and heavy expense in handling cases. All requests for record information are received at the office of the chief of the division in the State, War, and Navy Building. Of the total communications received, approximately 50 per cent are referred to the section in the Army Medical Museum for action. If the division were located in one building a large saving of time and money would be effected.

(*b*) The larger part of the four rooms in the State, War, and Navy Building occupied by the Medical Division is filled with the medical record cards for volunteer troops in the Civil and Mexican Wars. These records are used only for furnishing information needed for the adjustment of pension claims and for historical purposes. There is no justification for filing records of this class in rooms of the State, War, and Navy Building, which are urgently needed for office purposes. These old medical records should be transferred to a fireproof file building, as has been recommended in the case of old military records.

Furthermore, these medical record cards for volunteer troops should be filed with the military record cards for the same men in the Regimental Records Division, as is discussed in a later section of this report.

(*c*) The medical records of men now in the Regular Army should be filed in the State, War, and Navy Building, as these records are

consulted in connection with the conduct of current military business. All old records pertaining to the Regular Army which do not require consultation in connection with current Army affairs should be transferred to the fireproof file building, which, in the opinion of the commission, should be provided for filing all old War Department records.

It is recommended that such records in the custody of the Medical Division as pertain to volunteer troops, together with such records for the Regular Army as are no longer needed in connection with current military affairs, be transferred to the proposed new file building and that such records as pertain to current military affairs be transferred to the State, War, and Navy Building. The adoption of this recommendation will result in placing in the State, War, and Navy Building records pertaining to current military affairs, these records occupying no more space than is now occupied by old medical records which have nothing to do with the administration of current business.

2. *It is recommended that the Medical Division be abolished and its files and work transferred to other divisions.*

The present organization of the Medical Division is inconsistent with the plan on which other divisions of The Adjutant General's Office are organized, in that the Medical Division is charged with the handling of both the statement of service cases and regular correspondence cases, including cases concerning men who are now in the Regular Army and cases concerning volunteer troops. The assigning of all communications pertaining to medical histories to one division is illogical, in view of the fact that the organization of divisions furnishing information concerning military histories is based upon another plan. In all other instances separate divisions are organized for handling the old pension cases and other divisions for handling current Army business.

Of the requests for information acted on by this division, 88 per cent are military and medical histories, which are first handled in some other division and then rehandled in the Medical Division. The maintenance of a separate Medical Division thus makes it necessary to duplicate the work of receiving, assigning, verifying, dispatching, and recording a large number of cases. If the records and work of the Medical Division were transferred to those divisions in which the work logically belongs, the unnecessary rehandling of cases would be eliminated. The medical-history cases which are handled exclusively by this division number 2,000 annually, or approximately 7 per day. The work incidental to the preparation of reports on these cases, such as receiving, assigning, dispatching, etc., is so small

that it can be easily handled without any increase in force by the divisions to which it is recommended that the files and work of the Medical Division be transferred.

The maintenance of a separate Medical Division involves a large expense for salaries of clerks performing administrative duties and of clerks receiving and assigning cases for action and recording cards and records temporarily withdrawn from the files. The following men are performing such lines of work:

1. Manning, J. N. (in charge of division)	$1,800
2. Cash, J. F. (receiving cases addressed to room 363, examining cases, and distributing same to searchers and indorsers)	1,800
3. Harper, K. N. (in charge of section; returning withdrawn cards to the files; and at times assisting at the receiving desk)	1,600
4. Blake, L. C. (receiving cases; issuing same to searchers and keeping record of medical cards charged out. Also assisting in searching at times. It has been ascertained that 50 per cent of Mr. Blake's time is consumed in keeping the records of medical cards charged out)	1,400
5. Snyder, W. F. (in charge of section at Army Medical Museum)	1,800
6. Small, C. F. (receiving cases; issuing cases to searchers; attending telephone and examining searchers' reports)	1,600
Total	10,000

The work performed by these men could be wholly dispensed with if the Medical Division were abolished as a separate organization, and if the records in its custody and the work connected therewith were transferred to other divisions as recommended in following sections of this report. The only possible exception to the above statement is in the case of the work now performed by Mr. Blake in assisting in searching the records. This work takes not to exceed one-half of his time. Allowing for this factor the saving to be effected by abolishing this division and transferring its work and files to other divisions is equivalent to $9,300 annually. The number and salaries of the employees to be retained on such work are indicated in the following sections containing recommendations for the transfer of the files and work of this division to the Enlisted Men's and Officers' Divisions and to the Regimental Records and Archives Divisions.

3. *It is recommended that the medical record cards, individual medical reports, and other papers necessary to be consulted in handling cases affecting officers and enlisted men in the Regular Army be transferred to proposed new division.*

A part of the medical records pertaining to the Regular Army are filed in the State, War, and Navy Building and a part in the Army Medical Museum. The records in the latter building cover the period from 1884 to 1910, and are, therefore, the records which

are most frequently used in connection with current Army cases. The records subsequent to 1910 are temporarily in the Surgeon General's Office, where they are being used for the compilation of statistics. These records will be transferred to The Adjutant General's Office for filing as soon as the statistical work in the Surgeon General's Office is completed.

Of the 7,200 requests for information concerning medical history of officers and men in the Regular Army which are received annually in the Medical Division, fully 90 per cent must be referred for action to the section of the Medical Division in the Army Medical Museum. This involves a large amount of work which would be unnecessary if these records were located in the State, War, and Navy Building, where all records pertaining to current military affairs logically belong. The present practice in handling the cases of men in the Regular Army involves the following steps:

1. Cases sent from the Rolls Division to the receiving desk of the Medical Division in room 363 of the State, War, and Navy Building.
2. The case is sent to the Seventh Street branch for the medical cards, personal papers, and a report.
3. The case is then returned to room 363 in the State, War, and Navy Building for a review of the report.

If these medical records pertaining to men now in the Army were filed in the proposed Enlisted Men's Division, together with all other records pertaining to enlisted men, a larger amount of time and expense would be saved. It would then be necessary in order to give a complete military and medical statement for a man to simply refer the case from that section of the proposed Enlisted Men's Division, which will have the custody of military records, to another section of the same division having the custody of medical records. In fact, under the method recommended by the commission, one clerk would complete the case, thus making it unnecessary to formally refer it from one branch to another in order to complete the action on the case.

It is accordingly recommended that the medical record cards, individual medical reports, and other papers, which must be consulted in handling cases affecting enlisted men in the Regular Army, be transferred to the new division which it is recommended should be established by the consolidation of the present Enlisted Men's, Rolls, and Recruiting Divisions. Similarly, records which must be consulted in handling the cases of officers now in the Regular Army should be transferred to the proposed Officers' Division. The direct saving in salaries in the Medical Division to be effected by the adoption of this recommendation is included with other savings which can be effected in this division and which are summarized in a following section of this report on "Savings."

At the present time there are eight men employed at the Seventh Street branch of the Medical Division in the actual work of searching records, filing papers, and preparing reports. It is estimated that the equivalent of the time of seven men is chargeable to work connected with current military affairs, as filing, searching records, and reporting on cases pertaining to officers and men in the Regular Army. Of this work, approximately 2 per cent refers to records of officers. This is such a small quantity of work that it may be transferred to the proposed Officers' Division without assigning any additional men to that division. In order to handle the work on cases and records pertaining to enlisted men, it is proposed to transfer to the reorganized Enlisted Men's Division, seven employees now in the Medical Division, as follows: Three clerks of class 2; four clerks of class 1.

4. *It is recommended that the medical record cards for volunteers be transferred to the Regimental Records Division and that these cards be placed in the file of military record cards, and that statements of military and medical histories be furnished at the same time and by making only one examination and search of the records.*

The records in the custody of the Medical Division which pertain to volunteer troops consist of medical record cards and of original medical records and papers, including monthly reports of sick and wounded, records of hospitals, etc. There are 5,943,000 record cards of volunteers of the Civil and Mexican Wars. These form 85 per cent of the records of the Medical Division filed in the State, War, and Navy Building. The original records for volunteer troops, such as monthly reports of sick and wounded, are filed in the Army Medical Meseum.

The filing of medical record cards for volunteer troops in the Civil War and War with Mexico in good office rooms of the State, War, and Navy Building is a misuse of valuable space in that building. These records are consulted only in connection with old pension cases and requests for historical data. They should be filed in some building suitable for the filing of old War Department records.

The present practice of filing the medical record cards for volunteers in the Medical Division results in making it necessary to handle requests for military and medical histories a large number of times. These cases are first referred to the Regimental Records Division for a statement of the military history and are then referred to the Medical Division for the medical history. In order to show those steps which are made necessary in order that the medical history may be added to the military history, the following list is given:

1. The medical personal papers are withdrawn from the file of military-record cards in the Regimental Records Division and placed with the case.

2. Entry is made on the correspondence-record card (green card) referring the case to the Medical Division.

3. Case is transmitted by five-minute messenger service from Regimental Records Division to the medical-card file room of the Medical Division.

4. Medical cards in case are withdrawn from the files, a charge slip being inserted therein, and a book record made of the withdrawn cards.

5. The case is forwarded by the five-minute messenger service to the receiving desk of the Medical Division, in room 363.

6. Case assigned to medical examiners and indorsers, who examine the case as to its completeness and add the medical history to the statement of military history which was made in the Regimental Records Division.

7. Transferred by five-minute messenger service from desk of examiner and indorser to desk of the reviewing clerk. (The examiners and indorsers and reviewing clerk are located in room 363 of the Medical Division.)

8. The case is reviewed by the reviewing clerk of the Medical Division.

9. Medical cards are returned by the five-minute messenger service to the file in room 367.

10. Medical personal papers are returned to the file in the Regimental Records Division.

The work involved in taking the steps enumerated above is due to the illogical practice of filing the medical-record cards separately from the military-record cards. The medical-record cards are closely related in subject matter to the military-record cards, the two sets of cards containing the statements of fact concerning the history of men in the volunteer armies. The personal medical papers for volunteers are filed logically in the file of military-record cards in the Regimental Records Division. The medical-record cards should be transferred to that division and placed in the jackets containing the military-record cards. This suggested arrangement has been put into effect in the case of the military and medical record cards for volunteers in the Spanish War and the Philippine insurrection, which records are filed in the Tenth Street branch.

The only reasons which have been ascertained for the present practice of filing separately the military and the medical-record cards of Civil War volunteers are the fact that these record cards were originally in the Surgeon General's office and the claim that it is desirable to have the medical histories furnished by men who are assigned exclusively to this work and are therefore specialists in it.

No consideration need be here given to the first reason for the separate file. Concerning the second reason, it has been ascertained upon examination of the medical-record cards that they are so limited in their scope and the cards for different men are sufficiently similar to enable a clerk to readily acquire such information and knowledge as are necessary to the proper interpretation and use of these records. The work of furnishing information from the military-record cards and medical-record cards is not an involved or

difficult task, and is work which can be learned in a comparatively short time.

It is recommended that the medical-record cards for Volunteers be transferred to the Regimental Records Division, and that these cards be placed in the file of military-record cards, and that statements of military and medical histories be furnished at the same time and by making only one examination and search of the records.

The adoption of this recommendation will eliminate the work now performed by the Regimental Records Division in withdrawing the medical personal papers from the file, making an entry on the correspondence record card for the purpose of referring the case to the Medical Division, and later refiling the medical personal papers upon their return from the Medical Division. In the Medical Division a large amount of work will be eliminated by cutting out (a) the work of the receiving clerk in room 363, (b) the work of the receiving clerk in room 367, (c) the work of assigning military and medical cases to a second set of searchers, who will furnish merely that part of the requested information pertaining to the medical history, and (d) the work of reviewing separately the statements of the medical history and of the military history. The saving in salary to be effected by the adoption of this recommendation is included with the savings to be effected by the adoption of certain other recommendations made for the Medical Division, and the total thereof is stated in a following section on "Savings."

The original military records which pertain to Volunteer troops should be transferred from the Medical Division to the Archives Division. These medical records should be kept intact as a separate section of the files in the Archives Division. The medical records which pertain to men, organizations, hospitals, and posts formerly connected with the Regular Army, but which records are no longer needed in the handling of cases pertaining to current Army business, should be transferred to the Archives Division. These old medical records should constitute a separate section of the files in the Archives Division. Included with the records last mentioned are the duplicate papers and all other papers and records of discontinued posts and hospitals, which are not necessary to handling individual cases.

At the present time there are nine clerks devoting their full time and one clerk devoting one-half time to searching records, preparing and reviewing statements of medical history in that portion of the Medical Division located in the State, War, and Navy Building. These men devote nearly all of their time to handling cases pertaining to Volunteer troops. With the adoption of the recommendations for the consolidation of files, the more extensive use of printed forms, and the assignment of a number of cases to a searcher at a time, it will be possible to perform the work now done by these clerks with a

smaller force. It is recommended that the nine clerks be transferred to the Regimental Records Division and that any further reduction in force be made after the consolidation of the files has been made. Of these clerks four receive a salary of $1,600, three a salary of $1,400, and two a salary of $1,200.

The original medical records to be transferred to the Archives Division are consulted principally in connection with the preparation of medical histories of Volunteer troops in the Civil War. These records are searched by any one of the eight searchers assigned to the Seventh Street branch, but it is estimated that not to exceed one man's time is required for this work. It is accordingly recommended that one clerk of class 2 be transferred to the Archives Division to handle the work on the medical records.

5. *It is recommended that the keeping of the book record of withdrawn cards be discontinued.*

At present the Medical Division keeps a book record of each card withdrawn from the file in addition to inserting a charge card in the file. The book record shows for each card withdrawn the case number, the surname of the soldier or officer, and card number. When the cards are returned to the files the entries in the book are canceled by making a check mark. The work of keeping the book record consumes one-half of the time of a $1,400 clerk.

The keeping of the book record of withdrawn cards is a wholly unnecessary duplication, since the charge card inserted in the file shows all necessary facts.

It is recommended that the keeping of the book record of withdrawn cards be discontinued. The adoption of this recommendation will effect an annual saving of approximately $700, which is included in the summary of savings.

6. *It is recommended that The Adjutant General's Office request the Pension Office to use forms similar to those used by the Auditor for the War Department in requesting reports on military and medical histories.*

Under the present practice printed forms are used by the Auditor for the War Department in requesting reports on military and medical histories. The data furnished by the Medical Division in response to these requests are indorsed upon the form used in making the request. This practice should be extended so as to include similar requests received from the Pension Office. This would greatly facilitate the work involved in furnishing statements to the Pension Office, and would effect a considerable saving over the method now in vogue,

which necessitates the use of a separate form in making a reply to a request from the Commissioner of Pensions. The present method makes it necessary to handle a second sheet of paper, on which must be entered the name, organization, and other data, the purpose of which is merely to identify the case and which is simply copied from the form received from the Pension Office.

Five-minute messenger service.—The extreme extent to which the five-minute messenger service has been utilized in the movement of papers within a division is illustrated by the practice of moving papers from one desk to another in room 363 of the Medical Division. In this room are located the receiving clerk and several examiners and indorsers. Cases frequently pass over the desks of several of these men, and in moving a case from one desk to another within this room the five-minute messenger service is utilized. In other words, if Mr. Cash, the receiving clerk, wishes to assign a case to one of the several examiners or indorsers whose desks are located a few feet from his own, he folds up the papers in the case and inserts them in the mail jacket, which is placed in a box to be collected and carried a few feet to the adjoining desk by the five-minute messenger.

This method of moving cases is perhaps a logical one, so long as it is the policy of the office to assign and act upon cases one at a time. Any such utilization of the five-minute messenger service will, however, become wholly unnecessary upon the adoption of the commission's recommendation to assign a number of cases to a clerk at one time. The cases should be delivered to the clerk to whom assigned by the official or employee making the assignments or by the room messenger.

SAVINGS.

The adoption of the recommendations for the abolishment of this division and for the transfer of its files and work to other divisions will effect an annual saving in salaries of $9,300 through the release of three clerks of class 4, two clerks of class 3, and one-half of the time of a clerk of class 2. These clerks are now engaged in performing administrative duties and work incidental to receiving and dispatching cases, 90 per cent of which is unnecessary work.

In addition to the direct savings in salaries to be effected by consolidating this division with other divisions, there will be further savings to be gained by the more extensive use of printed forms, by assigning a larger number of cases to a searcher at one time, and by other recommended changes in office methods. These additional savings will be a considerable sum, the amount of which can not be definitely ascertained, but it is believed it will amount to not less than $1,000. Assuming that it will amount to $700 (or one-half

of the salary of the clerk of class 2 mentioned in the preceding paragraph), the total annual savings to be effected in the Medical Division will amount to $10,000. The force required for handling the work connected with medical records will be reduced from 23 to 17.

The number and salaries of the employees to be retained on work connected with medical records are indicated in preceding sections containing recommendations for the transfer of files and work to other divisions of the office.

Regimental Records Division.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That this division, with all records in its custody, be transferred from the State, War, and Navy Building to a suitable fireproof building to be rented for filing old War Department records.
2. That all military and medical record cards and personal papers filed in the Tenth Street branch be transferred to the Regimental Records Division, and that all cards and personal papers for Civil War Volunteers be placed in one file.
3. That the medical record cards for Volunteers, which are now filed in the Medical Division, be transferred to the Regimental Records Division and placed in the file of military record cards.
4. That the front of the jackets now used for making cross references in the file of military record cards be cut off and retained as cross-reference slips, and the backs and flaps of the jackets be thrown away.
5. That the separate file of personal papers be discontinued, and the papers be filed with the military record cards.
6. That printed forms be used so far as practicable in furnishing information in regular correspondence cases as well as in statement of service cases.
7. That the practice of delivering cases to "in box" clerks be discontinued and that all work be assigned to clerks by the chief of division.
8. That the work of printing forms, jackets, etc., by use of hand type, be transferred to the Administration Division.

The adoption of the recommendation for the transfer of this division to a new file building will make available 40 rooms in the State, War, and Navy Building, of which 36 are well adapted for use as offices. The transfer and consolidation of files as here recommended will effect large savings in the present Medical Division and Tenth Street branch. as stated in detail in the reports for those divisions. The more extensive use of printed forms and the adop-

tion of new methods of assigning work will effect sufficient savings to enable this division to perform an increased amount of work per employee.

LOCATION.

1. *It is recommended that this division be transferred to a suitable fireproof building to be rented for filing old War Department records.*

This division occupies 37 rooms on the fourth floor and 3 rooms in the basement of the State, War, and Navy Building. Of the rooms on the fourth floor 33 have excellent natural light and are in every way well adapted for use as offices or for clerical purposes.

All of these rooms are used for filing either original records of former military organizations or the military record cards of men fomerly in the military service. None of the records in this division pertain to current military business, but have to do exclusively with the affairs of organizations and men no longer in the service. The file of original records is inactive, being referred to ordinarily only on an average of three or four times daily, but during the past three months references to these records have been made much more frequently, due to the increase in the number of pension cases requiring investigation. The file of military record cards is an active file.

The book records are filed on open shelves which have been built into the several file rooms and which in most instances occupy to advantage the space set apart for this class of records. The military-record cards are filed in document files. Standard file cases, each of which measures 5 feet 4½ inches wide, 15 inches deep, and 8 feet 6 inches high, are used for filing these military-record cards. The arrangement of the file cases in the rooms is such that a large amount of available filing space is not used. The floors of the rooms occupied by these cases are sufficiently strong to carry a very much heavier load than the present one. It would have been a simple matter to have planned the filing equipment so as to have had at least two additional tiers of file boxes in each room. The two upper tiers could have then been readily reached by means of a short stepladder, similar to that in use in the Medical Division. The plan of two more tiers to each file case would have enabled the office to place these military-record cards in approximately one-fifth less floor space than that now occupied, meaning a saving of 9 or 10 rooms.

In view of the crowded condition of the State, War, and Navy Building, of the high value of space in that building for use in connection with the conduct of important current business, and in view of the further fact that the files in the Regimental Records Division

do not pertain to current Army business, there is no justification for filing these old records in this building. The location of these files in the State, War, and Navy Building is open to criticism not only for using too expensive filing space for such records, but also for preventing the location in this building of offices the business of which is connected with current Army matters.

It is recommended that this division, with the files in its custody, be transferred from the State, War, and Navy Building to some fireproof building suitable for filing old military records. In another section of this report this recommendation is discussed in more detail and in connection with the proposed transfer of other files from the State, War, and Navy Building.

The transfer of the Regimental Records Division would make available in the State, War, and Navy Building 36 rooms which are well suited for office purposes and 4 rooms which are suitable for file or storage purposes.

2. *It is recommended that all military and medical record cards and personal papers filed in the Tenth Street branch be transferred to the Regimental Records Division, and that all cards and personal papers for Civil War volunteers be placed in one file.*

There are several files of records now located in other divisions which logically belong in the Regimental Records Division. These are discussed in detail in the reports for the divisions in which the files are now located. A summary is, however, given here of the files which should be transferred to this division:

1. File of military record cards of volunteers in the Civil War now filed at the Tenth Street branch. These cards are, in fact, a portion of the file of the military-record cards now in the custody of the Regimental Records Division. The cards at the Tenth Street branch are being transferred to the Regimental Records Division whenever occasion arises to consult the cards in that branch. As pointed out in the report of the Tenth Street branch, this method is unsatisfactory and expensive, and the two files should be consolidated as soon as possible.

2. File of military-record cards, medical-record cards, and personal papers of Volunteers in the Spanish War. These cards are now filed at the Tenth Street branch, but logically belong in the Regimental Records Division, where most of the corresponding records of Volunteers in other wars are now filed.

3. File of military-record cards, medical cards, and personal papers of the Volunteers in the Philippine insurrection. These records are now filed in the Tenth Street branch, but logically belong in the Regimental Records Division.

4. File of record cards of soldiers in the War of 1812 which are now filed in the Tenth Street branch.

5. File of military-record cards of officers and men in the Confederate Army. These record cards are now filed in the Tenth Street branch, but logically belong in the Regimental Records Division.

6. The medical-record cards of Volunteers. These cards are now filed in the Medical Division, with the exception of those for men in the Spanish War and the Philippine insurrection, which are filed with the military-record cards. The medical-record cards for Volunteers in all wars should be filed with the military-record cards.

The reason given by The Adjutant General's Office for filing the records mentioned in Nos. 1 to 4 in the above list in the Tenth Street branch is a lack of space for filing these records in the State, War, and Navy Building. Presumably the same reason determined the filing of the records of Confederate Volunteers in the Tenth Street branch. The filing of the medical papers in a separate division is due to the policy of the office in separating these records from the military records. The office has not, however, been consistent in this policy, since it has filed together the military and medical records of Volunteers in the Spanish War and has also filed together the two corresponding classes of records for men in the Philippine insurrection.

With the adoption of the commission's recommendation for the transfer of all old military records, that is, records having to do with organizations and men no longer in the military service, to some suitable file building, there will be no longer any reason for filing some military record cards in one building and others in another. The consolidation of these files and the location of them in a compact and well-arranged file will eliminate a very large element of expense now incurred in rehandling cases to a very great extent.

3. *It is recommended that the medical record cards for volunteers, now filed in the Medical Division, be transferred to the Regimental Records Division and placed in the file of military record cards.*

It is reported that 8,535 requests for military and medical histories are handled annually in the Regimental Records Division. As stated in the descriptive report, this division enters the information concerning military service on a printed form, if the communication is from the Pension Office or from the Auditor for the War Department's office, and on the record card if the communication is from other sources. The Regimental Records Division then withdraws from its file of military record cards all papers therein which

have a bearing upon the medical record. It forwards the whole case including these withdrawn medical papers, to the Medical Division, which then makes a search of its files, and from information shown herein, together with the information shown on the papers forwarded from the Regimental Records Division, writes its report on the medical history.

This practice requires a reference to two separate files in two divisions of the office in order to make a simple statement of military and medical history. The medical history cards are arranged in the same way as the military record cards and used for answering the same class of questions. A consolidation of the two files would mean a search in one place in one file, in place of the double searches now made. This would increase slightly the work of the Regimental Records Division, the increase consisting of entering on a form those facts shown on the medical record cards and the medical personal papers, but it would save this division the present work of (1) withdrawing medical papers from its file, (2) preparing a charge slip for the withdrawn papers, (3) entering a statement on the record card to the effect that the medical cards have been furnished, (4) forwarding these papers to the medical division, and (5) later refiling them upon their return from that division. In the Medical Division a considerable saving would be effected, as stated in the report for that division.

It is accordingly recommended that the medical record cards for volunteers be transferred from the Medical Division to the Regimental Records Division and filed with the military record cards.

4. *It is recommended that the flap and back of jackets now used for making cross references in the files of the military-record cards be cut off and retained as cross-reference slips and the backs and flaps be thrown away.*

The file of military-record cards contains a large number of file jackets which are used for making cross references. In the descriptive report it is stated that in some of the file boxes over one-third of the jackets are used merely for indicating cross references. These jackets are made of cardboard and are in the form of an oblong envelope with a flap practically as wide as the envelope itself. This means that three thicknesses of cardboard are used for the purpose of making a cross reference, whereas a thin slip of paper should be used for such purposes.

Criticism of this practice has been made orally in the Regimental Records Division, and it has been suggested by an official of that office that a great saving in filing space could be effected by cutting

the flap and back off of these jackets, thus leaving merely the front of the jacket, with the record thereon, as a cross reference. This plan would save two-thirds of the present space occupied by these cross-reference file jackets, and seems the best one to adopt, as it avoids the clerical work necessary for preparing new cross-reference slips. The space saved by this change would be sufficient for the accommodation of the military-record cards of Volunteers in the Civil War, which are now filed in the Tenth Street branch, and of the personal papers contained in the separate file, as discussed in a previous section of this report.

It is recommended that the flap and the back of the jackets now used for cross-reference purposes in the files of the military-record cards be cut off, thus leaving the front of the jacket as the cross-reference slip. The initial cost of effecting this improvement will be small, as the work of cutting off the front of the jackets can be performed rapidly by employees of The Adjutant General's Office who can be temporarily assigned to this work. This work should, however, be carried out promptly. A saving in space occupied by files will be effected through gaining sufficient file space to contain the personal papers now in a separate file and the military-record cards of Civil War Volunteers now filed in the Tenth Street branch.

5. *It is recommended that the file of personal papers be discontinued, and that the papers be filed with the military record cards.*

The present method of filing personal papers causes an unnecessary amount of work in procuring information therefrom. At the time of the preparation of the descriptive report there was a separate file containing 1,550 file boxes of personal papers, while approximately 150 boxes of papers have been transferred from this file to the file of the military record cards. All personal papers belong in the latter file, the plan being to have the personal papers filed with the military record cards for each man. With the personal papers filed in the military record card file, but one search need to be made in order to procure information from these two classes of records. With the personal papers in a separate file, however, it becomes necessary to take the following steps in making a search of the records:

(*a*) A search must be made in the military record card file.

(*b*) The case must be placed in the mail jacket and forwarded to another room.

(*c*) A search must be made in the file of personal papers.

(*d*) The personal papers are examined and any pertinent information copied therefrom.

(*e*) The personal papers are then filed.

(*f*) The case is then placed in a mail jacket and returned to the military record card file.

If the two files were consolidated the personal papers would be examined at the same time as the military record cards, step (*a*) in above list, and steps (*b*) to (*f*) would be eliminated.

The present policy of the division is to transfer personal papers from the separate file to the file of military record cards whenever employees are not needed on their current work and can be spared for making the transfer. In view of the fact that only 150 out of 1,700 boxes of personal papers have been transferred to the file of military record cards during the 20 years that this division has been in existence it is seen that this policy is not successful.

It is recommended that the personal papers of volunteers in the Civil War, which are now in a separate file, be transferred to the file containing the military record cards.

The adoption of this recommendation will eliminate the expense now incurred in the unnecessary handling of cases as described above and will eliminate a large part of the work of the $1,800 clerk who is in charge of the file of the personal papers. The initial cost of making this transfer will not be great, since the records in the two files are arranged on the same basis.

6. *It is recommended that printed forms be used when practicable in furnishing information in regular correspondence as well as in statement-of-service cases.*

The communications received in the Regimental Records Division and requiring action by that division consist of two main classes, when considered from the standpoint of methods of recording. Communications received from Members of Congress, Comptroller of the Treasury, Civil Service Commission, State officials, associations and societies, and from several other sources, are considered as "regular correspondence cases" and are recorded on the white record card. The other class of cases consists principally of requests for information received from the Pension Office and from the Auditor for the War Department. This latter class of cases is known as "statement-of-service cases," which are recorded on the green record card.

Regular correspondence cases are received in the Regimental Records Division either directly from the Mail and Record Division or from some division, as Correspondence and Examining, to which the case was originally sent from Mail and Record. Cases in this class are referred directly from the Mail and Record Division or from any other division first handling the case to any one of nine "in-box stations" in the Regimental Records Division. The purpose of this procedure is to send the case directly to that section of the files containing the records bearing upon the case. The in-box clerk enters such information as is pertinent to the case upon the white record

card accompanying the communication. The case is then forwarded to some other division, as Correspondence and Examining, for the preparation of the reply. This method results in a duplication of work, since the information is first copied upon a record card and later transcribed to a letter sheet by the division preparing the reply.

The descriptive report shows that 21,193 regular correspondence cases are received annually in the Regimental Records Division. In each of these cases the requested information is entered by the Regimental Records Division upon the record card and is later copied from the record card to a letter sheet by some other division.

In order to eliminate this duplication of work, it is recommended that printed forms be used so far as practicable in furnishing information from the records in reply to those cases which are now classed as "regular correspondence cases." The adoption of this recommendation would cause no additional work for the Mail and Record Division and would eliminate a large amount of work now performed in the Correspondence and Examining Division and other divisions in preparing a second statement of the case by copying the information from the record card.

7. *It is recommended that the practice of delivering cases to in-box clerks be discontinued and that all work be assigned to clerks by the chief of division.*

As has been stated, cases recorded in the regular correspondence file are received directly by some one of the in-box clerks. The statement of service cases, on the contrary, are all received in the office of the Chief of the Regimental Records Division. Cases of this latter class are then assigned by the chief of the division to "general searchers," or if the general searchers are busy the cases are assigned to in-box clerks.

From a study of conditions under which the in-box clerks work, it is believed that they can handle a materially smaller number of cases per day than the general searchers. One reason for the larger number of cases handled by the general searchers, is that each searcher receives a number of cases for search at one time, whereas the in-box clerk receives one or more cases at a time, according to the number which may happen to be forwarded by the five-minute messenger service to the in-box clerk from some other division. The in-box clerk also files medical papers returned from the Medical Division and assigns cases returned from the Tenth Street branch with cards requested from the branch; these two duties will be eliminated if the recommendations for the consolidation of files are adopted. Moreover, the in-box clerk must devote some time to watching his desk in order to ascertain whether any cases have been delivered by the five-minute messenger service.

There is no valid reason for handling the two classes of cases by different methods. The use of two different methods of assigning cases reduces the quantity of work which can be produced daily by the division, and the only advantage in the present system is that it enables the division to immediately dispose of any congressional cases which may be referred to the in-box clerk.

It is recommended that the practice of assigning clerks to in-box stations be discontinued and that the in-box clerks be assigned to work in the same way as the general searchers. It is also recommended that all cases requesting information from the records be sent directly to the chief of division's office, and that a number of cases be assigned at one time to a single clerk. It is desirable to assign, when feasible, a sufficient number of cases to a clerk to keep him occupied for several hours or a half day, thus eliminating present waste of time due to a large number of searchers receiving only a few cases at a time.

With the adoption of more efficient methods of assigning work the amount of work performed by this division can be materially increased.

8. *It is recommended that the work of printing forms, jackets, etc., by use of hand type be transferred to the Administration Division.*

The Regimental Records Division is an archives or file division, and it is illogical to assign to such a division a clerk engaged in printing, by use of hand type, forms, envelopes, and mail jackets for all divisions of the office. All mechanical work of this nature which is performed for the office as a whole should be brought together in some one central division or section. With such work as the use of hand type, the use of addressing machines, photostats, etc., brought together into one general service section, it becomes possible to utilize the time of the employees engaged in such work to better advantage than if work of this class is scattered among different divisions. Moreover, the printing work of the kind now done in the Regimental Records Division should not be assigned to a $1,400 clerk.

It is recommended that the work of printing, by use of hand type, forms, envelopes, and mail jackets, be transferred to the Administration Division; that the $1,400 clerk be assigned to more important work, and that this printing work be assigned to a lower-salaried employee, $720 per annum being as high a salary as this class of work justifies. This recommendation will effect an annual saving of $1,400 in the Regimental Records Division and a net saving for the whole office of $680.

RECORDING COMMUNICATIONS.

The adoption of the commission's recommendation which is made in another portion of this report for the discontinuance of recording correspondence will affect the Regimental Records Division in so far as that division is now entering information on the record card. The great majority of communications handled in this division are of such a nature that printed forms can be used in connection therewith for the preparation of the reply. In these cases no difficulty will be experienced through the elimination of the record card. In other cases where a printed form of reply can not be used, it will be necessary for The Adjutant General's Office to devise a form of work sheet or record sheet to accompany the communications and on which the searchers will enter such information as is necessary for the handling of the case. This work sheet should be of the standard letter size, 8 by 10½ inches. If there are papers in the case to be filed in the correspondence file, this work sheet will be filed with them; otherwise it will be destroyed.

PERSONNEL.

At the time of the preparation of the descriptive report this division had 26 employees and a salary roll of $36,600. The recommendations here made will reduce the number of employees required to produce the quantity of work heretofore performed in this division. But the transfer to the Regimental Records Division of work now performed in other divisions will necessarily increase the force needed in this division, although effecting net saving for the office as a whole. It is accordingly recommended that the present force in the Regimental Records Division be retained and that the proposed saving in clerical services be utilized in performing some of the increased volume of work resulting from the recommended transfers to this division.

SAVINGS.

The most important saving to be effected in this division is in the matter of space occupied for filing old military records. The transfer of these records to a less expensive building will effect an indirect money saving and permit the valuable space in the State, War, and Navy Building to be utilized for more important work. Extensive savings in the cost of work now done in the Tenth Street branch, the Medical Division, and Correspondence and Examining Division will be effected by recommendations made jointly in this report and in the reports for those divisions. The amount of these savings is stated in the latter reports. Additional savings will be effected by consolidating the file of personal papers with the file of

military record cards and by assigning the work of printing forms, etc., by use of rubber type, to an employee in the Administration Division receiving not to exceed $720. For the Regimental Records Division a saving in salaries of $1,400 is effected.

Archives Division.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That the division and files in its custody be transferred from the State, War, and Navy Building to a fireproof file building.
2. That the files of Confederate prisoner-of-war records be consolidated.
3. That the use of printed forms in preparing statements of military histories be extended.
4. That the present organization of the division into sections be abandoned.

With the adoption of the foregoing recommendations the present force of employees can be reduced to 17 clerks, with a total annual salary expense of $24,400, thereby saving $3,400 per annum.

1. *It is recommended that the division and the files in its custody be transferred from the State, War, and Navy Building to a fireproof file building.*

The files in the custody of this division, as has been pointed out in the descriptive report, contain original records of discontinued military commands and other old records, none of which pertain to current military affairs. Records such as are filed in the Archives Division should not be placed in rooms having such a desirable location as those on the fourth and fifth floors of the State, War, and Navy Building. This space is altogether too valuable to be used for filing original records which are, comparatively speaking, used but little.

It is recommended that this division be transferred from the State, War, and Navy Building to a fireproof building where the cost of storage would be less than in the State, War, and Navy Building. The transfer of this section from the State, War, and Navy Building will release 26 rooms and portions of 6 other rooms; 12 of the former and 1 of the latter are suitable for office or clerical purposes. More detailed recommendations for the location of the files in The Adjutant General's Office are presented elsewhere in this report.

Not only is a large part of the files of the Archives Division located in rooms which should be utilized for more important purposes, but the files are also widely separated and are in part located in

rooms containing files of other divisions. Ten rooms in the State, War, and Navy Building are occupied in part by the Archives Division and in part by other divisions of The Adjutant General's Office. Such a division of room space is illogical and tends to loss of time and confusion of work whenever the records located in these rooms are consulted.

The practice of leaving military records in unopened packing cases is unbusinesslike and open to criticism. These cases should be opened as soon as received, an inventory taken of their contents, and the records properly sorted, labeled, and filed. One reason advanced for the failure to unpack and file these records is the lack of filing space in the State, War, and Navy Building. This obstacle will be removed if the recommendation of the commission for the transfer of all military records in the Archives Division to a file building is adopted.

2. *It is recommended that a consolidation of files of Confederate prisoner-of-war records be made.*

With respect to the Confederate prisoner-of-war records, it is recommended that all of these records should be filed in one building instead of at present, being filed partly in the State, War, and Navy Building and partly in the building occupied by the Seventeenth Street branch. The consolidation of these files should be made regardless of whether the commission's general recommendations for rearrangement of all files is adopted or not. At the present time it becomes necessary for Mr. Thompson, the $1,800 clerk in charge of the prisoner-of-war records in the State, War, and Navy Building, to visit at least once a day and frequently more often the files in the Seventeenth Street branch. This not only involves a loss of Mr. Thompson's time but it also means that while he is away from his post in the State, War, and Navy Building, some one of the "general utility" men must be assigned to Mr. Thompson's desk. With the files of the prisoner-of-war records located in one place, it would be unnecessary to utilize the services of a "general utility" man at this desk. Such a change would effect a saving of $300 or $400 annually.

3. *It is recommended that printed forms be used in preparing military histories of officers and men.*

The Archives Division furnishes information from the records in its custody in answer to requests which are first handled in some other division of The Adjutant General's office. The information furnished by the Archives Division is entered upon the correspondence record card accompanying each case. Of the cases handled

annually in this division, approximately 4,000 are classified as "statement of service cases" and 14,000 as regular correspondence cases. Approximately three-fourths of the latter cases request information concerning the military histories of officers and men. The subject matter of these cases therefore is the same as the subject matter of the statement of service cases.

As has been stated in other portions of this report, it is unnecessary to prepare record cards for any communications requesting information concerning military histories. The use of the record card in connection with these cases not only involves unnecessary expense in the Mail and Record Division in connection with the preparation of the record card, but further unnecessary expense is incurred in entering information on the record cards and subsequently copying this information from the record card onto a letterhead which is to be sent out as the reply. The Archives Division, as well as other divisons furnishing this information, should enter its information concerning military history directly onto a printed form which will constitute the reply to the incoming request.

It is accordingly recommended that printed forms be used in connection with all cases involving military histories whether now recorded as statement of service cases or as regular correspondence cases. This recommendation will make but slight changes in the work of the Archives Division, but will eliminate a large amount of work now performed by the Correspondence and Examining Division and other divisions in copying information entered on the record card by the Archives Division.

4. *It is recommended that the organization of the division into sections be abandoned.*

The Archives Division is organized into the following subdivisions:

1. Office of chief of division.
2. Discontinued commands section.
3. Enrollment section.
4. Prisoner-of-war records section.
5. Confederate archives section.

Communications are received by each of these sections directly from other divisions of The Adjutant General's Office which may find it necessary to forward cases to the Archives Division. As the amount of work in progress in the several sections may vary greatly in quantity, it has been found desirable to designate four employees as "general utility" men who may be assigned to any section, the work of which is unusually heavy. The assistant to the chief of the division acts as a general utility man and the other three men so used are members of the discontinued commands section.

In view of the small amount of work per capita performed in this division, and in view of the large labor cost involved in handling cases in this division, it is evident that the present organization and administrative policy are unsatisfactory. The representatives of this commission were convinced from their observations in this division that a large amount of time was lost as a result of waiting for cases to be received for action. This division has been furnished with sufficient men to dispose of the work promptly and with no accumulation even during the exceptional periods when the work is unusually heavy. Furthermore, the organization is not sufficiently elastic to meet successfully and without loss of time the varying quantities of work to be performed in each of the several sections. In order to utilize the time and services of the trained employees of this division to the best advantage, it is necessary to have a more elastic organization which can be more readily adapted to the varying needs of the division.

Another factor which tends to increase the unit cost of work performed in this division is the present plan of assigning clerks of class 4 to act as chiefs of the discontinued commands section and the Confederate archives section. The former section has nine employees, including the chief of the section, and the latter section has six employees, including the chief. In view of the fact that these are small sections and that only a small number of cases are received daily for action, it appears to be a faulty scheme of organization to assign high-priced men to have supervision over such small work units. As stated in the descriptive report, this division handled approximately 18,000 communications annually, or a daily average of only 60 cases for the division as a whole, or a daily average of between 3 and 4 cases for each employee of the division.

One of the reasons for the present organization and present practice of receiving cases directly in the section which is to take action thereon is to save time in completing action on cases. The prime consideration which has determined organization and work methods is the desire to complete action on cases in the shortest possible time. This is particularly true of congressional cases. Other important factors have been disregarded in the effort to complete a case promptly.

In view of the facts here stated, it is recommended that the present organization of the Archives Division into distinct sections be abandoned, and that the positions of clerks in charge of sections be eliminated. In place of the present organization it is proposed that the chief of division and his assistant directly supervise and assign the work of the employees in this division. In view of the fact that this division contains a very large number of original records which vary greatly in character and arrangement, it is considered desirable

to continue in part the present practice of assigning certain men to particular portions of the file, in order that these men may become specialists. This specialization of the work, however, should not be carried out to the degree to which it now exists. The number of men assigned to the records of discontinued commands could safely be reduced from nine to five, or possibly less, while the number of men who are regularly assigned to the Confederate archives could be safely reduced from six to three. The general-utility men will be available to assist on work connected with either of these two classes of records or on work connected with the enrollment records, as occasion may require. The work on the other classes of records is so small as to seldom, if ever, require the assistance of the general-utility men.

With respect to the method of assigning cases for search, it is recommended that all cases be received in the office of the chief of the division and by him assigned to the men who are to search the records. This will enable the chief of the division to supervise and control the amount of work to be performed by each man, thus insuring the distribution of work to the best advantage. It will also enable him to so divide the work that there will be little or no loss of time on the part of the searchers, since each man can be given a number of cases at one time. This method will not increase the number of times the case is handled, but will transfer the assigning of cases from the chief of a section to the chief of the division.

With the elimination of the section chiefs and the increase in number of general utility men, the organization will become much more elastic and able to produce a large quantity of work with a decided decrease in cost. This proposed method will save at least the time of the two clerks acting as chiefs of the discontinued commands section and the Confederate archives section.

SAVINGS.

There are now 19 employees in this division, with salaries aggregating $27,800 per annum. With the adoption of our recommendations this force can be reduced to—

1 chief of division	$2,000
2 clerks, class 4	3,600
4 clerks, class 3	6,400
4 clerks, class 2	5,600
4 clerks, class 1	4,800
2 clerks, at $1,000	2,000
17 employees, at a total annual salary expense of	24,400

a reduction in force of 2 persons and in salary cost of $3,400 per annum.

The transfer of this division to a fireproof file building will release 26 rooms and portions of 6 other rooms, 13 of which are suitable for office or clerical purposes.

Tenth Street Branch.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That the old Ford Theater Building and annex be vacated on account of being unsafe and ill adapted to the needs of the office.
2. That the Tenth Street branch be discontinued as a separate organization.
3. That the printing section be discontinued and that all printing for The Adjutant General's Office be performed at the Government Printing Office.
4. That the identity section be transferred to the State, War, and Navy Building.
5. That the finger-print records of men with good records and of men with bad records be filed in separate sections of the file, and that only the latter records be searched in cases of reenlistment.
6. That the identity section discontinue recording assignments to military organizations on the identity records.
7. That the present method of advertising deserters from the Army be discontinued and that a printed form having the description of the deserter inserted thereon be sent to a restricted and selected list of persons and places.
8. That the review of the reports of the identity section by the Administration Division be discontinued.
9. That all military record cards and personal papers be transferred to the Regimental Records Division.
10. That the military record cards for Civil War volunteers be transferred to Regimental Records Division and consolidated with the file of similar cards in that division.
11. That printed forms be used, as far as practicable, in furnishing information from military card records for men in the Confederate Armies.
12. That a temporary division be organized for the completion of the carding of Confederate Army records.

With the adoption of the foregoing recommendations the present force of 124 employees, with salaries aggregating $153,000 per annum, can be reduced to 96 employees, with an aggregate annual salary expense of $118,800, thereby saving $34,200 per annum in between the reduction in salary expense for printing, $11,600, and the between the reduction in salary expense for printing, $11,600 and the estimated net saving, considering all elements of costs, of $10,000.

The saving in printing, supplies, etc., to be effected on the adoption of our recommendation regarding the descriptive circulars of deserters will be $26,800 for The Adjutant General's Office and $15,000 for the Surgeon General's Office, making a total saving in this branch for The Adjutant General's Office of $59,400 and for the War Department of $74,400 per annum.

1. *It is recommended that the old Ford Theater Building and annex be vacated on account of being unsafe and ill adapted to the needs of the office.*

This recommendation is based on a consideration of adaptability of the building to its present use and its condition with respect to fire risks, electric wiring, general sanitary condition, plumbing, and lighting. Each of these subjects is discussed in detail in the following pages.

No estimate of the saving to be effected by the adoption of this recommendation is made, since the expense of operating and maintaining this building is considered as an offsetting item to the expense of operating the proposed new file building.

Location.—The Tenth Street branch occupies the old Ford Theater Building and an adjoining building located at 509 Tenth Street NW. This branch is far removed from the State, War, and Navy Building, which contains the offices with which the business of the Tenth Street branch is principally conducted.

The Tenth Street buildings are used for housing several separate branches of work which, with the exception of the printing work, are not related to each other, but are closely connected with work being conducted at the State, War, and Navy Building. One result of this housing plan is a very heavy clerical cost, caused by the rehandling of cases and by their movement between the branch and the main building.

The buildings are poorly suited to their present use, not being strong enough for files and being unsafe and unfit from a sanitary standpoint for occupancy by clerks. In fact, no reason has been advanced in support of the present use of the Ford Theater Building other than the fact that the building is owned by the Government. The building is of historic interest on account of being located on the site of the old theater building in which President Lincoln was assassinated. The whole of the present structure, with the exception of a portion of the front wall, has been rebuilt since the time of President Lincoln's assassination.

Fire risks.—At the request of the commission the District Commissioners detailed Mr. P. W. Nicholson, fire marshal, to make an inspection and report on the Ford Theater Building and annex as to the condition of the building from the standpoint of fire risks.

In view of the opinion of the fire marshal that the building in its present condition is unsafe for occupancy by clerks and for storing the records at the present time stored in this building, which are of great value to the Government and some of which could not be duplicated, it is recommended that this building be abandoned and the records moved to a modern fireproof structure or that steps be taken at once to remodel and newly equip this building with a view to protecting the clerks and records from fire. The report of the fire marshal is as follows:

OCTOBER 9, 1912.

FRANK J. WAGNER,
Chief Engineer District of Columbia Fire Department.

SIR: In compliance with the request of Mr. M. O. Chance, secretary to the President's Commission on Economy and Efficiency, I visited and made an examination of the old Ford's Theater Building and annex, located on Tenth between E and F Streets NW., and occupied by the Tenth Street branch of The Adjutant General's office, to ascertain what protection is afforded the occupants in case of fire.

I have the honor to state that this branch of The Adjutant General's office occupies premises 511 Tenth Street, which is the main building; also an annex, No. 509 Tenth Street. Both buildings are three-story brick structures.

The annex is simply an old dwelling house now being used for office purposes; the first floor is used as a printing office, the second floor for clerical purposes, and the third floor photo work. This building is built of combustible material, with only one wood stairway.

The main building is an old brick building with concrete arches on the two upper floors, but has large openings in floor between the two upper floors. The first floor is taken up entirely with wood file cases, filled with office records, all of which is highly combustible material. There is a small printing establishment in an adjoining room of first floor. The second and third floors are occupied by the clerical force. There is quite a number of wood file cases filled with combustible records on these two floors, especially on the third floor. In these file cases in every record there is a celluloid film photograph which is kept in connection with the records. These films are highly inflammable and readily ignite. The use of the first floor for the storage of such a large amount of combustible material and the placing of the clerical force on the upper floors I deem improper, for the reason that in case of fire on the first floor it would be difficult for the clerical force to escape, especially so when quite a number of them are past the middle age of life. A separate building or compartment, built of fireproof material, should be provided for the storage of the file cases and their records. On each floor of main building there is a small room, used principally as toilets. There is a standpipe with about 50 feet of 2½-inch unlined linen hose, and in the annex on third floor is a standpipe with about 100 feet of unlined linen hose. Upon testing this hose I found the valves leaking and the hose in what I deem poor condition; being unlined, the water oozed through the pores of the hose, thus retarding the pressure of water. The streams of water were fair, but not sufficient to reach from one end of the building to the other. The hose where they were lapped in the racks were almost worn through, and did leak in some places, and showed plainly that they have not been taken from the racks in a long time. This hose should be rubber lined and proper care taken to prevent dry rot and mildew-

ing. The electric wiring through the buildings is bad and liable to cause a fire at any time, and should be replaced with piped wiring. Hand grenades were found in the buildings, but, in my estimation, of little value in case of fire. The doorways or openings between the two buildings should be provided with metal-lined self-closing doors. A few coats of paint would prevent the two fire escapes on east wall from decay. There is an iron stairway in the main building, but in an open hallway, and should be inclosed in fireproof walls. In fact, these two buildings are very old and, in my opinion, unfit and unsafe for its present use, and should be torn down and a modern fireproof building provided. The attic is constructed of wood, and in case of a fire would quickly spread all through these buildings. The windows leading to the fire escapes are so high that it is with difficulty that a person could get to the escape, radiators in front of windows blocking egress to fire escape. These obstructions should be removed and stationary steps provided.

I have the honor to further recommend that a suitable number of fire extinguishers be provided for each floor, the 3-gallon dump kind preferred. In case of fire in any part of the buildings these extinguishers can easily be carried to the scene of the fire. In the present case the hose provides protection a certain distance, but if not handled by an experienced person would be useless.

Very respectfully,

(Signed) P. W. NICHOLSON,
Fire Marshal.

Electric wiring.—At the request of the commission, the assistant electrical engineer of the District was detailed to make an inspection of the electric wiring and equipment of the Ford Theater Building. His report is as follows:

In response to your request, the assistant electrical engineer made an inspection of the electrical equipment in the old Ford Theater Building on Tenth Street, this city, in company with members of your commission.

The defects therein are too numerous to mention in detail, but the general conditions may be summed up as follows:

There is a large amount of open wiring, there are wires run in wooden molding, long and dangerous cord extensions, open fuse devices, bare wires, circuits very much overloaded and overfused, and many other defects.

It is the opinion of this department that the building should be immediately rewired with rigid conduit in the basement, and rigid conduit, flexible conduit, or metal molding for all wires in floors above the basement where not concealed. All the existing fittings should be replaced with fittings of an approved design, and all circuits should be reduced to 660 watts or 12 outlets, properly fused and controlled with approved switches.

Were such conditions as exist in this building found in any private building in the District of Columbia, the entire installation would be condemned as defective and dangerous.

General sanitary conditions.—At the request of this commission, an inspector detailed by the health officer of the District of Columbia made an inspection of the Tenth Street branch. The inspector's report states that the walls, ceilings, stairways, and landings were unclean and dusty; that foul conditions were found in some of the toilets; that the building is inadequately ventilated; that the natural light is insufficient; and that five employees are regularly working

in a large toilet room, containing three water-closets, four wash-bowls, and a slop sink. The full report is as follows:

Dr. Wm. C. Woodward,

Health Officer, District of Columbia.

Sir: I have the honor to present the following special report relative to the inspection of the Ford Building, 509–515 Tenth Street NW., commonly known as the "Old Ford's Theater":

This is a three-story brick building, with attic and basement, of old-style architecture and construction.

Basement.—The basement contains an engine room, furnace room, and machine room. It is provided with three doors and two windows, all opening on diminutive areaways covered by iron gratings, by which fairly good lighting and ventilation are had. No appreciable dampness is noticeable in the basement, except in a small areaway between this building and the one adjoining on the north, the result of the absence of sunlight and free circulation of air. The basement room contains one sink and water-closet, both of which are in fairly good condition. There is a narrow stairway leading from the basement to the first floor, through which a considerable quantity of heated air and dust passes to the floors above, being quite noticeable even on the third floor. This is evidently due to the draft occasioned by the light court which extends to the top of the building. The dust is quite in evidence upon the files and type cases on the first floor, and also upon the walls and ceiling.

First floor.—The floor dimensions of the room on the first floor are approximately 104 feet by 65 feet, and the ceiling height is 13 feet 4 inches. The room is provided with one door 5 feet 7 inches by 11 feet, with a transom, which is not used, and one door 7 feet by 3 feet, without a transom; also four weighted windows, 5 feet by 8 feet 10 inches, and four windows 5 feet 6 inches by 8 feet 10 inches each, the tops of which can be opened. This is used as a file room, and eight men are employed in it. In the toilet room adjoining, five men are employed on printing presses. This room is provided with three windows and one door, but is very dark and contains the following fixtures: Three water-closets, automatically flushed, four washbowls with combined trap, and one slop sink. The floor around the closet bowls is covered with sheet iron, which, at the time of inspection, was in a foul condition. The entire first floor is continually lighted during working hours by artificial means.

Second floor.—The floor dimensions of the large room on the second floor are 103 feet 10 inches by 65 feet. The ceiling height is 16 feet. There are 11 weighted windows 3 feet 4 inches by 8 feet and 1 door 10 feet by 3 feet 8 inches, with a transom that is not used. Fifty male and four female employees perform their clerical duties in this room. I found two rows of file cases placed in front of the south windows, the clerical force being placed in the middle of the room, behind the same. Notwithstanding the fact that at the time of my inspection the sun shone brightly, this entire floor, with the exception of the west row of desks, was necessarily artificially lighted. The walls and ceiling of the room were unclean, and that portion of the wall where the coats, hats, etc., belonging to the female employees are hung was temporarily covered with paper in order that a clean surface might be had. The desks in use are of old style, cloth covered, and not in good repair. The drinking water is contained in wooden (metal lined) coolers, the waste running through a copper-lined funnel into a bucket inclosed within a wooden cabinet. These buckets are, apparently, emptied at irregular intervals, and the floors around the same are generally damp and unclean. Adjoining this room, leading through a vestibuled entrance, is the

toilet room, used also as a cloakroom by the male employees. This room is provided with 4 windows, 2 not weighted and 2 which open lengthwise. There are 8 stationary washstands and 3 urinals in the room, all provided with a combined trap. The urinal slates are foul. There are also in this room seven automatically flushed water-closets and one slop sink, all in fairly good sanitary condition. One of the water-closet compartments is used for storing char supplies and appliances. (Note: The female employees on this floor are provided with a toilet in the annex to the building, 509 Tenth Street. The fixtures therein are good, but there is not proper ventilation.)

Third floor.—The third-floor office room is 103 feet 10 inches long by 65 feet wide, with an average ceiling height of approximately 18 feet. There are 11 windows, size 3 feet 4 inches by 8 feet; also a skylight. Sixty persons are employed in this room, and it is artificially lighted. The walls and ceiling are unclean. The same conditions exist regarding the supply of drinking water as are noted above under remarks concerning the second floor. There is a vestibule leading from this room to the toilet room, which is provided with three windows that are not weighted. There are 8 washstands and 1 urinal, all connected with a combined trap. At the time of inspection the urinal slate was foul. There are 7 water-closets in the room, and each has an iron cover, the enamel on which is scaling. The closet bowls were not wholly clean. There is also one slop sink, which was unclean.

Attic floor.—The attic floor is covered with dust and old paper. There is one louver in the east gable and one small circular window in the west gable. The heated air from the furnace room in the basement was quite noticeable in the attic as well as on the third floor. The skylights are so constructed that they can not be used for ventilation purposes.

Heating and ventilation.—This building is heated by a steam plant located in the basement. Ventilation is only such as is provided by the windows and doors.

Building as a whole.—The stairways and landings were unclean and dusty. The heating plant was not in use, and I was unable at the time of my inspection to determine the adequacy of it. The structural condition of this building is not good, and it is maintained in an unclean condition. In my judgment the building is inadequately ventilated and is not supplied with sufficient natural light. I again call attention to the fact that men are employed at printing presses located in a toilet room, and that without proper ventilation.

Annex.—The annex to this building (509 Tenth Street NW.) is of the ordinary house type, and though the walls are unclean and in need of repair, yet the building is fairly well fitted for the purpose for which it is used.

Respectfully,

(Signed) J. Frank Butts, *Inspector.*

The commission requested the Bureau of Chemistry to make a bacteriological examination of the drinking water in the Ford Theater Building and annex. The report is as follows:

I am sending you herewith the results of the bacteriological examination of water samples collected from water coolers from the Ford Theater offices of the War Department. The results of the examination show the water coolers in the chief clerk's office and the rear cooler on the second floor to be badly contaminated from filth. The cooler in the photographic room is also of a suspicious nature. All of the waste cans show decided filth. In no case do any of the coolers show as good results as did either the hydrant water or the ice used in the coolers. Perhaps some of the large numbers of organisms may be

attributed to the cans used for filling the coolers, as the wash water from these cans showed a high bacterial content, but this count can not be wholly depended upon because the cans had been exposed without cover for some time.

Results of the bacteriological examination of water samples collected from water coolers in Ford Theater Building (War Department).

[Carleton Bates, Analyst.]

Number of bacteria per cubic centimeter after 48 hours' incubation at—		Presumptive B. coli present in bile fermentation.	Source of sample.
25° C.	37° C.		
4	2	None in 10 c. c.	Ice used in coolers.
10	4	do	Hydrant water used.
1,100	50	1 c. c.	Cooler, chief clerk's office.
1,700,000	1,500,000	0.001 c. c.	Waste can, chief clerk's office.
300	150	None in 10 c. c.	Cooler, second floor front.
151,000	122,000	1 c. c.	Waste can, second floor front.
400	100	do	Cooler, second floor rear.
70	40	5 c. c.	Cooler, photo room.
80	11	None in 10 c. c.	Cooler, third floor front.
420,000	57,000	5 c. c.	Waste can, third floor front.
20	20	None in 10 c. c.	Cooler, third floor rear.
107,000	92,000	1 c. c.	Waste, third floor rear.
70	40	None in 10 c. c.	Cooler, type set room.
211,000	119,000	0.01 c. c.	Waste can, type set room.
400	140	None in 10 c. c.	Cooler, boiler room.
17	20	do	Water from filter.
2,200	2,900	do	Wash water in can used for filling coolers.

OCTOBER 7, 1912.

Attention is invited to the fact that the employees of this building are absent on sick leave a larger percentage of their time than are the employees in the State, War, and Navy Building. The Adjutant General's Office was requested to furnish a statement showing the percentage of time employees of The Adjutant General's Office in the Tenth Street building and those in the State, War, and Navy Building were absent on sick leave during the past three years. This report shows that in 1909 the percentage of time absent on sick leave in the Tenth Street branch was 2.8 as against 2.2 in the State, War, and Navy Building; in 1910, 3 as against 2.1; and 1911, 3 as against 2.1.

Plumbing.—The commission requested the Commissioners of the District of Columbia to detail an inspector of plumbing to cooperate with representatives from this commission in inspecting the plumbing of the Tenth Street branch. It was the opinion of the plumbing inspector, as will be seen from his report, which is here quoted in full, that if this building was the property of an individual or private

corporation and a complaint was made to the District authorities they would require a complete remodeling and replacing of plumbing fixtures in this building. He further stated that the wooden floors and wooden closet inclosures in this building should not be allowed in a public building where so many persons are employed.

[Memorandum of inspection of plumbing at Ford's Theater, Oct. 1, 1912. Inspection requested by telephone same date.]

MAIN BUILDING.

First floor (printing office).—Battery of three straight hopper water-closets all connected on a single air-lock trap of the general latrine type with air release. Cast-iron tank for automatic flushing of closets. This water-closet inclosure opens directly into the printing office, where people are employed, instead of being in a separate toilet room with exterior light and ventilation. The urinal in this room is not in use, and I am informed that the outlet has been plugged with cement, which is not gas tight. Battery of four wash basins without individual traps or vents, but connected into the general water-closet trap. The lead waste exceeds 20 feet in length and is all fouling surface. Cast-iron slop sink without visible trap or vent, possibly connected into the general water-closet trap; if so, it is 4-inch waste line with fouling surface exceeding 20 feet in length. This whole line is apparently airbound, and water backs up in slop sink every time water-closet is flushed.

Second floor (toilet and cloak room).—Seven water-closets and eight lavatories, same as in first floor printing office mentioned above. Slate urinal not in best of condition and with low vent.

Third floor (toilet).—Seven straight hopper water-closets flushed by single chain-pull tanks. Closets are individually trapped, but not vented. Eight wash basins without either trap or vent allowing sewer air to enter this room freely.

Third floor (firemen's locker room).—Sink and bathtub not tropped or vented, but the waste is connected to cesspool in center of floor. Water-closet in this room has dwarf partition and with no outside light and ventilation.

SOUTH ANNEX.

Top floor (photographer's room).—Sink in dark room trapped and vented, but waste discharges over cesspool in first-floor area instead of being directly connected with sewer.

Second floor (ladies' toilet).—One water-closet not vented. The other water-closet, no vent necessary, as it is within short distance of center of stack.

First floor (printing room).—Sink, not trapped or vented, discharges into waste line from dark-room sink.

First floor (toilet room).—Obsolete type of horn-vented wash-out water-closets; urinals and slop-sink traps probably not vented (connections could not be traced out).

GENERAL.

On account of several openings directly between the soil lines and the interior of the building a peppermint or smoke test would be of little value. These openings permit sewer air to enter the building freely at all times, and inasmuch as evidence indicates that the main soil stack is partially obstructed at the foot, it is believed more or less sewer air is forced into the various rooms every time

a large fixture is discharged. The long runs of waste pipe between the fixtures and the traps have large fouling surfaces and can not be considered sanitary. Straight hopper closets or wash-out closets, the latrine method of connecting up batteries of closets, horn-vented fixtures, the discharging of fixture waste over a cesspool trap, etc., are not considered sanitary, and would not be allowed by the District of Columbia regulations. If this building was the property of an individual and complaint was made to the District authorities, notice would be served upon the owner requiring a more or less complete remodeling and the replacing of these obsolete fixtures with fixtures of approved type. The toilet rooms in this building have wood floors and wooden water-closet inclosures, which should not be allowed in a public building where many persons are employed. The number of fixtures is ample for the number of employees.

Lighting.—A report on the lighting system was prepared for the commission by an expert detailed for this purpose. The report shows that the condition of the electric wiring is, in several respects, in violation of the regulations of the District of Columbia and of insurance underwriters; that the artificial light in some portions of the building is wholly inadequate to the needs; that the natural light is obstructed by the arrangement of the file cases; that a large number of lights are burning unnecessarily; and that the cost of generating current is over 50 per cent greater than the cost of current furnished by the local electric-light company. The full report on the lighting conditions is as follows:

Plant.—This building is lighted by a plant maintained by The Adjutant General's Office. The equipment consists of two high-pressure, hand-stoked boilers; one 2-wire, 110–115-volt, 30-kilowatt, direct-connected Ball engine and generator; and one obsolete type of belt-driven unit. The switchboard is equipped with both modern and obsolete instruments, which, so far as can be determined, have not been calibrated for years and are not given correct readings. The ammeter at 150 amperes showed excessive heat, and its dial is discolored and charred. The connections between the generator and the switchboard are in wooden moldings.

Wiring.—Conduits in both open work and moldings are run throughout the buildings and were installed about 20 years ago. Each floor is fed directly from the switchboard by one set of feeders connected to an exposed panel board and then distributed by several switches to fixtures on supporting pillars, with fuse cut-outs in canopies. This arrangement is disallowed by the District of Columbia regulations and by underwriters' rules. Branch circuits are also extended from panel circuits, with obsolete cut-outs, to fixtures, which are in most instances broken, leaving the contact point exposed. The panel boards are in a deplorable condition, switches loose, and fused beyond the capacity of the circuit.

The feeders are loosely connected to the panel board on the second floor, and the insulation of the wires leading from the panel board to the point at the end of the circuit has been removed. This condition is forbidden by the District regulations and by underwriters' rules.

First floor.—On the first floor a recent installation has been made on the file cases, consisting of 40-watt tungsten lamps, equipped with reflectors not suitable for proper distribution of the light. No provision has been made for turning off these lights, which are therefore burning constantly and entailing unnecessary expense.

In the printing section the illumination is not sufficient, and where extensions to the lighting system have been made they have not met the requirements. The part of the printing section in the larger building, which is installed in the same room with the toilet, has presses operated by a steam engine. This section has practically no light. One end of the room is used as a toilet for those employed on the first floor.

Second floor (Ford Theater Building).—The fixtures consist of brass chandelirs, with four arms secured to them, and are equipped with 16 and 32 candlepower lamps, about 9 feet from the floor. The lamps are all of an old style. A majority of them are very old and give insufficient light. There are about 79,081 watts of this character of illumination on this floor, and on very dark days the voltage is increased to brighten the lamps. The voltage reading on the day of inspection was 114. The toilet on this floor is also used as a cloakroom and is very poorly lighted.

Second floor (Annex Building).—In the room occupied by the clerk in charge an old gas fixture has been remodeled with a glass reflector and three 32-candlepower lamps; 360 watts are used. This gives a very poor light. In the communicating room a similar condition exists, except that 480 watts are used against 360 watts. One 250-watt tungsten lamp with the proper reflector would more than be sufficient for either of these rooms.

Third floor (Ford Theater Building).—There are 16 gas fixtures on this floor about 5 feet apart, 8 on each side. They have been remodeled and have been equipped with two 32-candlepower lamps. In addition to this equipment, drop lights and desk lamps are used.

Third floor (Annex Building).—This is used as a photostat room. The circuit is taken off of the lighting from the top of the chandeliers and bare wire is in close contact with the gas fixture. Drop lights in different parts of the building were found in bad condition and some were tied around gas fixtures, bare conductors being exposed in some cases.

Arrangement of filing cases.—The first floor of the Ford Theater Building is given almost entirely to filing, and the filing cases are arranged as well as they could be with a view to space. Those on the second floor are located on the south side of the building, shutting off the best natural light that enters the room. If the restrictions for weight did not prevent a proper arrangement of the files, these cases should be removed to the north side of the room in the place of the open shelves in which are stored envelopes, blanks, and other supplies, and these supplies should be arranged in the center of the room around the railing protecting the wall, the shelving not to be higher than the protecting rail. The clerical force should be located in the space occupied by the filing cases, thus further reducing the necessity of artificial light. The open shelves mentioned above are the receptacles for unnecessary articles and are dirty and dusty. The envelopes stored on these shelves are not well arranged, causing much waste of space; some of them are apparently of a character that are not now in use, and doubtless if only the necessary envelopes were kept, a much smaller space would be required to store them. Owing to the insufficient supports, the engineers will not allow the weight to be distributed as suggested, which further emphasizes the fact that this building is neither suited for clerical occupancy nor for the storage of files.

Present cost.—At the present time 300 tons of chestnut coal are consumed yearly, and during seasons when the heating plant is in operation no live steam is used. The cost of the coal is $6.95 a ton. The average load is about 150 amperes, and based on a seven-hour-day run will total 117 kilowatt hours. The force necessary to operate the plant is one engineer and one fireman. The en-

gineer, in addition to the work connected with the plant, performs work of a different character, and in computing the cost of operation $2 is allowed for engineer service and $2 for fireman service per day. Oil and other incidentals have not been included. The cost for generating current is between 9 and 10 cents per kilowatt hour. The cost per kilowatt hour of current from the city service is 6 cents.

Method of turning off lights.—According to the statement of the engineer and electrician, the manner of turning off the light has been to turn off the engine, paying no attention whatever to cut-off switches on the several boards on the two floors. This deprives the lighting system of a daily inspection that is essential to its proper upkeep and protection from deterioration.

There are many unused lights constantly burning in different portions of the building. It was observed on one floor that as many as 16 lights burn constantly in a section occupied by coat and hat racks, which are only visited three times a day—in the morning, at noon, and the hour of departure. On all floors occupied by file cases there are a number of lights constantly burning which should be switched off when searches are not being made in the files.

Experiment with new lights.—The commission's representatives made a careful investigation of lighting conditions in the location where old Confederate records are consulted. A 250-watt lamp was placed in the center of each of four rectangular spaces, 13½ by 11½ feet, taking the place of the thirty-two 60-watt, 16-candlepower carbon lamps (nineteen 20 watts, 512 candlepower). This resulted in a reduction of 920 watts and in an increase of 400 candlepower. By a similar installation in the rest of this floor of 250 and 150 watt lamps and by equipping the filing cases with individual lamps, a corresponding saving can be made throughout the room. This also is true on the third floor.

Conclusions.—If this building is to be occupied it is recommended that the use of the present lighting plant be discontinued and that arrangements be made for the purchase of current from the local company. It is also urged that the use of gas be discontinued altogether. If current from the local company were used in these buildings, it would be unnecessary at any time to use gas, as current would always be available. At the present time, however, the dynamos are closed down at 4.30 and the watchmen and any clerks who may have overtime work are compelled to use gas. The switchboard should be equipped with modern type of recording instruments. On each floor panel boards should be installed on improved metal cabinets; all wiring should be run in metal conduits and installed in accordance with the regulations of the District of Columbia.

Each filing section should be equipped with a 25-watt tungsten lamp and metal reflector, provided with means for turning off each light. In space not used for filing, 150-watt lamps with prismatic fixtures should be placed in the center of the structural arch. In the toilets 250-watt lamps should be installed, so that the rooms will be sufficiently lighted for proper cleaning. In the photographic section, suitable outlets for the current used for operating equipment should be installed.

2. *It is recommended that the Tenth Street branch be discontinued as a separate organization.*

As stated in the discussion of office quarters for the Tenth Street branch, this organization is merely a group of unrelated work sections, and is not based on a logical or efficient system of organization. The work of the several sections is not related, with the excep-

tion of the printing and carding sections, of which the former should be abolished for reasons subsequently stated. A large part of the work of this branch is, however, closely connected with that performed at the State, War, and Navy Building, and the identity section should be located in that building.

The present Tenth Street branch exists as an organization unit merely as the result of attempting to utilize an old building which had been assigned to The Adjutant General's Office.

With the adoption of the recommendations for the proper housing and consolidation of the sections of this branch, it will be abolished as a distinct organization, and thus enable the office to assign to other work the employees now acting as the administrative officials of this branch.

The saving to be effected by abolishing this branch as a separate organization consists of the salaries of the clerk in charge, his assistant, and the record clerk, the first two receiving $1,800 each and the last $1,400, a total annual saving of $5,000.

The maintenance of the Tenth Street branch has resulted in the employment of a larger messenger force than would be necessary for the organization plan suggested in this report. The reduction which may be made in the messenger force is discussed in the report on the Administration Division, in connection with similar reductions which may be made in the messenger force of other divisions.

The salary of $1,650 paid to the man acting as engineer and superintendent of building is larger than the salaries paid to men acting in similar capacities in other and larger Government buildings. It is suggested that the engineer be paid a salary of $1,400 and that he, the assistant engineer, the fireman, and watchman be employed in the proposed new file building. The proposed reduction in the engineer's salary is included with the other savings shown for the nonclerical force in the report for the Administration Division.

3. *It is recommended that the printing section be discontinued and that all printing for The Adjutant General's Office be performed at the Government Printing Office.*

Location.—The printing section occupies three rooms on the first floor of the Tenth Street branch. Two of the rooms are used as pressrooms and one as a composing or typesetting room.

Equipment.—The composing room contains the necessary stands, cabinets, and type used in the work. It contains also a paper cutter, power operated, used in cutting paper stock, cards, etc.

The pressrooms have six printing presses, two engines, and a numbering machine. Two of the presses are cylinder presses and four are platen presses. In size and style they are as follows: One

Hoe rotary, 16 by 23 inches; one Hoe rotary, 26½ by 40½ inches; two Universals, super royal; one Universal, half medium; and one Gordon, quarter medium.

Condition of equipment.—The equipment of the composing room is much worn. No new type has been added for many years, and of the hundred and odd type fonts in the room many are practically useless because they are incomplete.

The pressroom equipment is old. Some, if not all, of the presses were second-hand when purchased for the printing section, and they are known to have been in use for 20 or 30 years.

Personnel.—Ten clerks were employed during the fiscal year 1912 on the work of the printing section. Their salaries were: One clerk at $1,600, four at $1,400 each, three at $1,200 each, and two at $1,000. The percentages of their whole time given to the work of the printing section were as follows: One clerk, 100 per cent; three clerks, 90 per cent each; two clerks, 80 per cent each; and four clerks, 50 per cent each. Based on the salaries and percentages, the wage cost of the printing section for the fiscal year 1912 was $9,600.

Purpose.—The section is maintained for the purpose of printing the various cards, blanks, checks, envelopes, and other miscellaneous matter used in the work of The Adjutant General's Office.

Control.—As it is a part of The Adjutant General's Office, the printing section is under the jurisdiction of the Secretary of War. When the act of January 12, 1895, governing the public printing and binding was passed, placing various departmental printing offices under the control of the Public Printer and making them in effect branches of the Government Printing Office, the following proviso was inserted in the act:

> *Provided,* That the terms of this act shall not apply to * * * so much of the printing as is necessary to expedite the work of the Record and Pension Division of the War Department. * * *

According to a statement contained in a memorandum prepared in The Military Secretary's Office—

> this exception to the law by which all printing offices in the departments were to be considered as part of the Government Printing Office and under control of the Government Printer was made after a thorough investigation of the subject by a special joint committee of both Houses of Congress under concurrent resolution of February 9, 1891.

The printing section is therefore free of any control outside of the War Department, and the employees engaged in the work of printing are classified as clerks and assigned to the printing section in such numbers and at such times as the exigencies of the office demand. While occasionally the Government Printing Office may be called upon to furnish a few minor articles, such as a roller for a press or an electrotype plate for printing, the service is rendered as an

accommodation, and there is no official connection between the two establishments.

Character of work.—The printing produced in the section may be classed as small job work, requiring generally only a small amount of typesetting and, in the case of single jobs, being usually contained on cards or sheets ranging in size from 3¼ by 8 inches to 8½ by 11 inches. Taken as a whole, the work might properly be divided into two classes, the first to contain what are known in The Adjutant General's Office as "index" and "record" cards, and the second to comprise any other printed matter not properly belonging to the first, such as envelopes, penalty cards, time checks, slips, circulars, or other miscellaneous matter.

Index and record cards defined.—These cards are simply what their names suggest. In size they are 3¼ by 8 inches, and are printed on a fair quality of writing paper, so that certain blank spaces may be filled in with pen and ink. The "record-index" cards give the military history of the men who took part in the different wars in which this country engaged, and the "general-index" cards contain information relating to various matters connected with these wars and are used as guides to the whole subject.

Variety of cards used.—The "record-index" cards are prepared from the old regimental rolls. A typical card contains, in reference to an individual, such information as the name of regiment and company, with blank spaces for the entry of such particulars as date of enlistment, place of enlistment, by whom enlisted, period for which enlisted, when last paid, by whom paid, and to what time. Space is provided for the entry of necessary remarks. A short printed paragraph near bottom of card gives a brief history of the company, by whom commanded, and various facts of interest concerning it. Though a variety of cards is required to cover the different regiments, there is substantial uniformity in the main features, and the difference between the printed matter on one card or form and the matter on another card is merely the difference in the regimental or company number and in the wording of the paragraph giving the history of the organization. Including the index and record cards and the miscellaneous printing of all kinds, it is estimated that 500 different blank forms are handled in the printing section.

Printing during fiscal year.—During the fiscal year 1912 the following blanks, etc., were printed:

Miscellaneous printed forms	1,924,275
Index cards	331,250
Record cards, slips, etc	1,054,240
Envelopes, jackets, etc	1,427,890
Letterheads	202,880
Total	4,940,535

General conditions.—Without going into too many details, it may be said that the general conditions surrounding the production of printed matter in this section are such as work against economy and efficiency. The condition of the type used is such that much labor is wasted in producing results that are not creditable from a mechanical point of view, and the general methods pursued in turning out printed matter are such as to increase, in some instances by more than 100 per cent, the cost of mechanical processes. For instance, the printing section is so organized that certain operations cost twice as much as the same operations performed for the same department in another office, but under different conditions. The War Department, therefore, is paying two prices for the same kind of service, one price being twice as much as the other.

Necessity for change.—In the interests of economy and efficiency in an important division of Government work the printing section of the Tenth Street branch of The Adjutant General's Office should be discontinued and the work transferred to the Government Printing Office. Without extending the illustrations already used to show the unnecessary and excessive cost in connection with the work as at present performed, it may be said that these unnecessary expenses would be wiped out because of the better facilities, methods, and organization of the Government Printing Office. To this saving should be added the rental value of the space now used to accommodate the Tenth Street printing section. While the change would be followed by instant economy in cost, needed improvement in character of work produced, reduction or elimination of pay roll in the printing section of the Tenth Street branch, it would add comparatively nothing to the expense of operating the Government Printing Office, but would be automatically cared for by the existing organization of that establishment.

Change without inconvenience.—Under the heading "Printing during fiscal year" it was shown that 4,940,535 copies of various forms were printed during 1912. An examination of 201 samples, covering 1,924,275 copies, brought out the fact that they are of such character that it is unnecessary to maintain a plant for their production. Of these 201 forms, none were printed monthly; 55 forms (about one-half of 1 per cent) were printed every second month; 1½ per cent every third month; 6½ per cent every fourth month; 27½ per cent every sixth month, and 128 forms (or 64 per cent) every twelfth month. As these forms are mostly blanks, slips, circulars, or other miscellaneous printing, it is apparent that there is nothing in their character or in the frequency of their printing that would justify the maintenance of the printing section so far as they are concerned. Considered as separate orders, these forms average less than one for each day of the working year, and they are easily

within the average daily capacity of a single press. Their transfer to the Government Printing Office would promote economy without interfering in the least degree with anything necessary to expedite the work of The Adjutant General's Office.

Preventable expense.—Included in the work of the printing section for the past fiscal year were "penalty envelopes, military card jackets, manila envelopes for general orders, and circulars" to the number of 1,427,890, and letterheads to the number of 202,880. Even under the most favorable conditions possible in the printing section of the Tenth Street branch the printing of penalty and manila envelopes can not be economical. In the Government Printing Office such work would be done at low cost by an automatic press, working rapidly. In the Tenth Street branch the work is done by high-priced labor, employing methods which are, by comparison, extremely slow.

Because of its nature this work also could be transferred without causing embarrassment to the office of The Adjutant General; so that, of the entire work of the printing section, omitting all mention of the record and index cards, it is easily possible to transfer almost 72 per cent, secure economy, and cause no inconvenience in the administration of the office.

Most important work.—It is generally understood that the most important printing performed in the Tenth Street branch is the index and record cards already mentioned, and it may be said that the production of these cards constitutes the main reason for the existence of the section, despite the fact that they represent only 28 per cent of the printing done there in the course of a year. A careful study of these cards, the method of their preparation and printing, and other facts connected with their production shows that there is no good reason for maintaining a printing office in connection with them. The existence of this separate plant in no way hastens the work in which the cards are used, and the transfer of the printing to the Government Printing Office could not possibly retard that work. Even if printed singly their daily average would reach only about 4,600 copies. As the Government Printing Office would print 8 or even 16 at a time, the job would represent perhaps 30 minutes daily on a single press. From the mechanical standpoint there is need of a change. These cards are now being printed from type that is long past use, and it is difficult to see how it can be much longer employed for its present purpose. Valuable time is spent in trying to make a readable print. The character of the work would not justify the purchase of new type, even if that were thought desirable. Though the typesetting, or composition, of these cards is of the simplest character, it is, owing to the limitations of the Tenth Street printing section, done entirely

by hand at a cost approximately three times larger than in the Government Printing Office, where the composition would be done largely on typesetting machines.

But the disadvantages and the lack of economy in the present system might be overlooked if the transfer recommended would result in delaying the work of the office. This, however, can not be. The cards are usually prepared and printed from one to six days in advance of the time when actually used. Therefore it would be a simple matter to order them in advance and to have the proper number on hand when needed. So the transfer to the Government Printing Office would cause no change in present practice of ordering cards and could result in no delay.

Savings illustrated.—In addition to the sum of $9,600 expended for salaries in the printing section of the Tenth Street branch there was an outlay for paper stock, envelopes, card jackets, etc. As no cost records are kept for the printing section full information regarding this outlay could not be obtained. But among the known expenditures were $1,458.46 for paper, $2,017.94 for envelopes, $721.64 for card jackets, and $352 for various items, a total of $4,550.04. For the purpose of comparison, the sum covering paper stock, envelopes, and jackets must be discarded, for, although 1,427,890 envelopes and jackets were printed, the sum spent on them purchased only 723,000, or a little more than half, and the paper purchased represents only a portion of that actually used. To arrive at an approximately correct figure it would be necessary to almost double the sum given above for envelopes and jackets and increase proportionately the sum covering paper. Therefore, omitting doubtful figures and using only quantities that are known, we have the following comparison, showing cost of labor, repairs, etc., at the Tenth Street branch and cost of same items at Government Printing Office:

Item.	Tenth Street branch.	Government Printing Office.	Saving.	Per cent saved.
Labor, 1912	$9,600	$2,216.81	$7,383.19	76.9
Supplies, repairs for engines, presses, etc.	352	(1)	352.00	100
Total	9,952	2,216.81	7,735.19	.....

[1] Included in cost of printing.

But an additional saving may be shown, because the $2,216.81 here given for the Government Printing Office contains an initial expense of about $400, which would not be repeated after the first printing.

If the reported expenditure for envelopes and jackets is considered and the sum increased proportionately so as to cover the full number printed, applying the same principle of proportionate increase to the

cost of paper, the following table would illustrate the relative costs, the items marked with an asterisk being based on reported expenditures during 1912:

Item.	Tenth Street branch.	Government Printing Office.	Saving.	Per cent saved.
Labor, 1912	$9,600.00	$2,216.81	$7,383.19	76.9
Paper	* 1,983.24	1,790.35	192.89	9.7
Supplies and repairs for engines, presses, etc.	352.00	(1)	352.00	100.0
Envelopes and jackets	* 5,194.28	* 4,259.31	934.97	17.9
Total	17,129.52	8,266.47	8,863.05	.....

[1] Included in cost of printing.

Effect on some items.—Regarding the penalty envelopes, card jackets, etc., as approximately 28 per cent of the total printed matter and charging them with 28 per cent of the salaries paid in the printing section, their cost in labor alone would be $2,688, as against approximately $582.70 in the Government Printing Office, a saving of $2,105.30, or about 78 per cent.

Considering the record and index cards, slips, etc., in the same way, the cost would be $202.77 in the Government Printing Office, as against $2,688 in the Tenth Street branch, a difference of $2,485.23, or over 92 per cent in labor cost. In fact the record and index cards could be reproduced complete, including composition, presswork, stock, etc., for about one-half the estimated cost of labor alone on these cards in the Tenth Street branch.

Proviso in the printing act.—Mention has been made of the proviso which excepts from the printing act of 1895 "so much of the printing as is necessary to expedite the work of the Record and Pension Division of the War Department." As the defining of such printing must be largely a matter of executive judgment, and as it has been shown that the work of The Adjutant General's Office could not be adversely affected by the transfer of the printing, there would seem to be no important obstacle in the way of such transfer.

Net saving.—Having regard to all the existing conditions and making reasonable allowance for a number of economies that would necessarily follow the transfer of the printing to the Government Printing Office, it is evident that, using figures that are believed to be conservative, there would be a net saving of at least $10,000 in the present cost of printing, with improved quality of product and without inconvenience to the service.

The net saving of $10,000 is based upon an annual labor cost of $9,600, as previously stated. This amount was reported to the commission's representative as the labor cost for the fiscal year 1912. It

was found, however, that in August, 1912, when the descriptive report for the whole Tenth Street branch was prepared, there were nine men, with salaries aggregating $11,600, devoting their entire time to printing, and one man at $1,400 devoting part time to printing. With the labor cost at the larger figure, the net saving would have been greater than that stated, but it is the intention to make conservative estimates of possible savings, and therefore the figure is given as $10,000.

In considering the number of employees available for transfer from the printing section, account is taken of those men who were reported as devoting their full time to that section in August, 1912, namely:

1 clerk, class 3	$1,600
3 clerks, class 2	4,200
4 clerks, class 1	4,800
1 clerk at $1,000	1,000
9 clerks, with salaries aggregating	11,600

The gross saving in salaries is thus stated as $11,600, of which it is assumed that $1,600 (the difference between the salary roll of $11,600 and the net saving of $10,000) is an offsetting item resulting from the proposed method of purchasing all printing. In other words, it is assumed that in the future the printing bills will be increased to the extent of $1,600 of the present salary roll plus the former expenditures for printing stock, supplies, and repairs. This computation leaves $10,000 of the present salary roll as the net saving.

IDENTITY SECTION.

4. *It is recommended that the identity section be transferred to the State, War, and Navy Building.*

As has been stated in the descriptive report, the identity section is engaged in classifying, filing, and searching the identification records of enlisted men in the Regular Army. This work pertains to the administration of current military affairs, and provision must, therefore, be made for its prompt and efficient conduct. It is highly important that work connected with current military administration should be concentrated, so far as possible, at War Department headquarters in the State, War, and Navy Building, and that such work should be conducted in office quarters suitable for the prompt and proper dispatch of business.

The identity section is located in the rear of the third floor of the old Ford Theater Building, in wholly inadequate quarters, which are difficult of access. There is no telephone service provided for the chief of this section, so that when he finds it necessary to telephone

to the headquarters of The Adjutant General's Office in the State, War, and Navy Building or whenever the latter office wishes to telephone to him it is necessary for him to walk the length of the building and down a flight of stairs into the office of the clerk in charge of the branch.

In connection with the work of this section approximately 15,000,000 circulars and hundreds of thousands of envelopes are used annually. In the present location of this section it is necessary for this large quantity of supplies to be hoisted by block and tackle from the ground floor of the Tenth Street branch to the third floor and then to be lowered for shipment. Such a crude method of handling supplies would be unnecessary in a modern building. A further disadvantage of the location is found in the fact that it is necessary for a considerable number of communications to be sent daily between the State, War, and Navy Building and the identity section. This involves a loss of time in handling current Army business.

It is recommended that this section, with its files, be transferred to the State, War, and Navy Building and assigned to rooms where the work of this section can be conducted advantageously. The suggested recommendation of the commission for the transfer from the State, War, and Navy Building of the files of old military records will make available a large number of rooms, some of which may be set apart for the identity section. The location of this section in the State, War, and Navy Building and in rooms adapted for its needs would save considerable amount of the time of the chief of this section, of his assistant, and of several employees, who now work to disadvantage in being so far removed from the central office and without telephone or elevator service. The work of the laborers who now hoist the supplies to the indentity section by means of a block and tackle would be largely done away with if the recommendations herewith made were adopted.

5. *It is recommended that the finger-print records of men with good records and of men with bad records be filed in separate sections of the file, and that only the latter records be searched in cases of reenlistment.*

One of the most important classes of work of the identity section is searching finger-print records to ascertain whether a newly enlisted man has performed prior military service. The searching of the records consumes on an average the full time of two employees.

The finger-print records are now arranged in the file according to Henry's standard classification. The file, however, is divided into several sections, the records of white men being filed separately from those of colored men, and the records of honorably discharged soldiers being filed separately from those for other men. The records of

white men exclusive of those honorably discharged form the largest section of the file and constitute the great majority of all finger-print records in the office. The present method of filing the records produces subdivisions some of which contain a large number of records, the average number being 150 records to each subdivision. Whenever a search of the file is made, it is necessary to examine all finger-print records in the subdivision which is being searched. It is evident that further subdivision of the files would enable the searchers to perform their work much more quickly, since each search would require the examination of a smaller number of records.

It is therefore recommended that the file of finger-print records be divided into two additional sections, one for the records of those men who have not been found guilty of being deserters, criminals, or delinquents, and the other section for the records of those men who have been found guilty of desertion, crime, or some delinquency. Such a division of the file would, in the opinion of the chief of the identity section, greatly facilitate the search of the finger-print records. With the file thus divided, the searcher would first examine the finger-print records of men who had been charged with desertion or found guilty of some other delinquency and would avoid the necessity of examining the records of all those men who had not been charged with any delinquency. Inasmuch as the file of records of "bad" men would contain about one-fifteenth of the total finger-print records, it is obvious that much time would be saved in ascertaining whether the man whose record is under consideration has had any previous record of delinquency. If no finger-print record of the recruit is found among the file of soldiers with a record of delinquency, the recruit's record would then be placed in the file for men having good records. When filing this case, the records of the "good" men could be examined to ascertain if by chance the new recruit had had previous service in the Army and had never been found guilty of any delinquency. If such a search were made, every contingency would be provided for under the suggested method as fully as under the present method. The advantages to be gained by dividing the file into two parts are that it would enable the identity section to quickly discover whether a recruit or any other man under investigation had had a former military service with a record of delinquency. This would enable The Adjutant General's Office to advise the recruiting or proper officer of such fact in much less time than is possible under the present method.

It is, however, questionable whether it is necessary or desirable to search the records of "good men," when filing the finger-print records of a newly enlisted man for whom there is no record in the file for "bad men." No fact of importance would be ascertained from the search of the records of "good men" and the utility of

such a search is not evident. Moreover, the present method of searching finger-print records develops a comparatively small number of cases where a record is found on file for the man whose case is being investigated. During the fiscal year 1911 there were only 326 cases of "discovered identities," or between 1 and 2 per cent of the total number of searches made. It is therefore recommended that as a general rule no search of the finger-print records of "good men" be made in the case of original enlistments.

The principal part of the work of the searchers is searching the records in connection with each original enlistment. During the fiscal year 1911 there were 22,444 original enlistments, for each of which a search of the finger-print records was made. The searches of the finger-print file made in connection with other business, such as requests from the Navy and from civil authorities, would not exceed 2,500 per annum, or about 10 per cent of the total. In connection with searches made on account of enlistments, it has been pointed out that the separation of "good men" from the "bad men" would reduce the work of the searcher so that he would find it necessary to examine approximately one-fifteenth of the number of cards which he is now forced to examine.

It is the opinion of the officials with whom this matter was discussed that the recommended reduction in work would result in the saving of three-fourths of the time which is now spent in searching the files. This would represent the saving of approximately $1,800 per annum without detracting from the efficiency of the work as now performed. At the time of the preparation of the report for the identity section, one employee at a salary of $1,200 was spending his full time in making searches of finger-print records, and part of the time of four other employees was also spent upon this work.

The time spent by the four men last mentioned in searching finger-print records varies greatly, but the total of the time so spent by them is the equivalent of the full time of one man.

6. *It is recommended that the identity section discontinue recording assignments to military organizations on the identity records.*

At the present time the telegram or letter received in The Adjutant General's Office announcing a desertion always states the name of the deserter, time and place of desertion, the military organization to which the man belonged, and the time of enlistment. In all cases the time and place of enlistment are shown on the records of the identity section. The name of the military organization is entered on the jacket containing the photograph and negative of the enlisted man and on the finger-print record. For the work of the identity section it is desirable that the place, as well as the time, of enlistment be given in reporting desertions, since the identity records show

the place and time of enlistment. The name of the military organization from which the man deserted would then be of no value to the identity section, since their records are not filed by military organizations. The only use now made of the name of the military organization in the identity section is to enable them to determine which of several men bearing the same name is the one who has been reported as a deserter. If the place as well as time of enlistment were given, these facts would enable the identity section to determine, in all cases, the man reported upon.

It is recommended that officers reporting desertions be required to state the place of enlistment, and that the identity section discontinue recording assignments to military organizations. These changes would result in the saving of the time of one man in the identity section who is now engaged in entering military assignments on the negative jackets and identity records. The man engaged upon this work receives a salary of $1,200.

Unless the name of the military organization to which a deserter belongs is needed in the rolls or some other division of The Adjutant General's Office, it is recommended that the name of the military organization be omitted from telegrams advising The Adjutant General's Office of desertions.

The record of delinquencies or of any other facts pertinent to the work of the identity section which is now made on the "negative" jacket should be made a matter of record in the file of finger prints. This change will be necessary if the recommendation for the discontinuance of the descriptive circulars and of the photographs is adopted.

7. *It is recommended that the present method of circularizing deserters from the Army be discontinued and that a printed form having the description of the deserter inserted thereon be sent to a restricted list of persons and places.*

At the present time it is the practice of the Army to make an outline figure card with front and rear view; two photographs, profile and full face; and take the finger prints of each recruit enlisting in the Army. These records and photographs are sent to The Adjutant General's Office for filing. If an enlisted man of the Army deserts, after a period of 10 days has elapsed he is circularized throughout the United States by The Adjutant General's Office. This is done by issuing a circular 8 by 12 inches with a halftone cut of the photograph of the deserter. The circular offers a reward of $50 for the arrest and delivery of the deserter and gives a full description of him, with place of enlistment, residence at time of enlistment, and the name and address of the soldier's beneficiary.

The Adjutant General's Office now has a mailing list of over 1,100 addresses to which all circulars are mailed. This list contains the names of military posts, departments, divisions, etc., and the names of United States marshals, the chiefs of police in the principal cities, a large number of private detectives, officials of the Department of Justice and of the Secret Service Division of the Treasury Department, and county officers of the counties bounding the home of the deserter. In the past three years 36,756,100 of these circulars have been sent broadcast over the United States. The practice of issuing descriptive circulars of desertion was inaugurated in 1908.

Purpose of descriptive circulars.—It is claimed by The Adjutant General's Office that the issue of circulars has been one cause for the reduction in the number of men deserting and also has been a very important factor in causing the apprehension of deserters. There is no question as to the fact that the number and percentage of deserters have been materially decreased in the past eight years and that the percentage of men regained has increased. The percentage of desertions to the enlisted strength of the Army has decreased from 6.8 per cent in 1905 to 2.2 per cent in 1911 and to 3 per cent in 1912. The percentage of deserters regained within the year of desertion has increased from 14 per cent in 1905 to approximately 28 per cent in 1912.

Effect of circulars on desertions.—It is difficult to ascertain accurately the factors which have been responsible for the decrease in the number of desertions. It is apparent that Army officers have in recent years had a clearer realization of the importance of adopting every possible measure for reducing the number of desertions. The practice of issuing descriptive circulars is but one of the measures taken for reducing desertions and for attempting to apprehend a larger number of deserters.

A corresponding decrease in the number of deserters has also been effected in the Navy during the past eight years. Here, again, it is impossible to determine accurately just what factors are most largely responsible for the improvement. The Navy, however, has never made use of descriptive circulars, so that the improvement in this branch of the service is in no way traceable to the use of circulars. The percentage of desertions in the Navy has decreased from 7.8 per cent in 1905 to 3.5 per cent in 1912. The reduction in the Navy during this period is fully as great as that in the Army. (The Army and Navy figures are computed on somewhat different bases, so that they can be utilized only for showing the relative decrease in desertion in each branch of the service.) These facts show that the reduction in the number of desertions in the Army can not be traceable to the practice of issuing descriptive circulars.

As has been stated, the explanation of the reduction in the number of desertions can not be stated with certainty. The number and percentage of desertions fluctuates from year to year. The percentage of desertions from the Army during the year 1911 was 2.2 of the total enlisted strength, but the percentage increased slightly in 1912 to 3 per cent, and it is highly probable that in 1913 the percentage will be considerably higher. It has been ascertained that during one day in August, 1912, there were 77 desertions from the Army, and the total number of desertions for that month indicates that the aggregate for the fiscal year 1913 will be considerably larger than for the several preceding years. It is thus seen that whatever efficacy may be claimed for the descriptive circular in the way of reducing desertions is temporarily at least inactive.

Effect of circulars on apprehension of deserters.—The increase during the years from 1905 to 1912 in the percentage of deserters regained has been stated. This increase was most marked from 1908 to 1909, the percentage for the former year being 17 per cent, and for the latter year 26 per cent. This gain was probably due in part to the issue of the descriptive circulars. As has been stated, these circulars were first issued in the latter part of the year 1908. It is doubtless true that during the first year of their issue the circulars proved of assistance to the local authorities and other persons who make arrests of deserters, but after the circulars have been issued in large quantities for several years the files containing circulars for those men who have not been regained become so bulky that it is no longer possible to make use of the circulars. Since the issue of circulars was commenced over 15,000 men have deserted from the Army. Of these it is estimated that nearly 10,000 have not been apprehended or have not surrendered themselves. For each of these deserters now at large a descriptive circular is on file in such of the 1,100 offices on the mailing list as have considered that the circulars are worth filing. In the offices which have kept files of descriptive circulars it is evident that the papers can not be so arranged as to be utilized in the work of attempting to apprehend deserters.

It is believed that a number of offices to which circulars are regularly sent do not consider them of sufficient importance to maintain a file. In one instance, which came to the attention of the commission's representatives, circulars were returned unopened after having been thrown into a lot adjoining the place addressed. It was developed upon investigation that requests have been received for the discontinuance of these circulars on the ground that they entail considerable work and that no benefit had been derived from them.

It is understood that some officers of the Army believe that the issuance of these circulars is not justified by the results secured.

In the Navy the percentage of deserters regained is smaller than in the Army, and the percentages show greater fluctuations during the past eight years. The figures for the two branches of the service are, however, not comparable, as the Army allows only 10 days of absence without leave before entering a charge of desertion and the Navy allows 3 months. Moreover, allowance should be made for the fact that the majority of all deserters from the Navy occur among the stokers.

It is the opinion of several prominent police officials that the circular is not a desirable method to be followed in apprehending deserters. One police official stated that the principle was wrong and that the method of attempting to put this principle into effect was useless. It was his opinion that the great number of deserter circulars, which are daily sent out, has had the effect of rendering them entirely useless, and cited one instance in which his office had received more than 70 circulars of deserters in one day. He stated that his files were becoming burdensome and that he could not remember ever identifying a deserter by one of these circulars. It was the opinion of this official that if a small percentage of the money that was yearly expended for these circulars was used for the purpose of increasing rewards the number of apprehensions would be considerably larger.

Mailing list.—The present mailing list, which is used in distributing circulars is a matter of as much importance for consideration as is any subject connected with the practice of issuing the circulars. At the present time there is a regular mailing list containing between 1,100 and 1,200 names to each of which a copy of each circular or, in the case of some offices, a large number of copies of each circular are sent. In addition to this regular mailing list a special mailing list is prepared for each desertion. The special mailing list includes the names of the county officials in the counties near the locality in which the deserter formerly lived, or in which the person whom he named as his beneficiary lives. This special list also contains the names of any places which it is thought might be visited by the man who is being circularized. In other words, the special mailing list is prepared with special reference to those localities in which the deserter is most apt to be apprehended. Such benefits as are now obtained from the issue of descriptive circulars come without question from those mailed to the places on the special mailing list. The practice of sending copies of a circular for each of the 3,000 or 4,000 men who may desert within a year to each of 1,100 offices is clearly a waste of money.

Recommendations.—In view of the fact that the decrease in the percentage of desertions can not be attributed in any material extent to the issue of descriptive circulars, and in view of the further fact

that the circulars have accumulated to such an extent that they are of very little or no assistance to officers who may apprehend deserters, it is recommended that the issue of them to a large number of offices be discontinued. In place of the present practice, it is recommended that a carefully selected list of persons be prepared, to whom a personal description of each deserter shall be sent.

Every advantage now gained by the issue of descriptive circulars of deserters would be retained by substituting therefor a printed form in which would be entered a personal description of the deserter, place of desertion, and other pertinent data. These forms should be sent to a restricted and selected list of persons and places, including such as are now entered on the "special" mailing lists, together with the names of other persons who might be reasonably certain of being able to use the information. Among the latter are those detective agencies which make a specialty of apprehending deserters.

The advantages to be gained by substituting this method for the present circular method are (*a*) the avoidance of filling up the files of Army posts, city detective offices, and other offices with thousands of circulars which are of no value to them; (*b*) securing greatly increased attention for such descriptions as are sent out, since they will be sent only to those persons who are concerned with the cases; and (*c*) effecting a large saving.

Savings.—The preparation and distribution of the present circulars require the full services of eight employees and part of the time of two employees of the identity section, and the services of several employees detailed to this section from other sections of the Tenth Street branch. The time of the detailed employees is equivalent to the full time of five men.

The direct cost to The Adjutant General's Office of preparing and issuing the circulars is estimated as follows:

(1) 1 clerk, class 2, full time	$1,400
3 clerks, class 1, full time	3,600
4 clerks at $1,000, full time	4,000
5 detailed clerks, full time	5,400
	14,400
(2) Half tones for pictures of deserters	2,500
(3) Printing descriptive circulars (cost for 1911)	25,103
(4) Envelopes (estimated at lower price for purchase in bulk, $1,856.77, plus estimated cost of printing at Tenth Street branch)	2,200
Total	44,203

In addition to this total the annual cost of the photographs, including the supplies and materials, is estimated at $15,000. This

item of cost is paid from the appropriation for the Surgeon General's Office, which furnished the estimate here used.

The cost of preparing and issuing the descriptions of deserters here recommended would include a small part of the clerical services now employed on work connected with descriptive circulars and a small amount for supplies. This is evident when it is considered that between 4,000 and 5,000 circulars are now sent out for each desertion, and that only a small fraction of this number of descriptions should be distributed. The clerical work connected with the preparation of the material, the mailing lists, etc., for the personal descriptions of deserters would require approximately the full time of one clerk of class 2, one of class 1, and two at $1,000, making an aggregate salary cost of $4,600. The cost of supplies would depend upon the number of names which should be included on the mailing list and the number of circulars necessary to send to each address. The estimated cost of the supplies should include the cost of printing or multigraphing copies of such circulars as it may be found necessary to issue in considerable quantities. It is believed that $3,000, or somewhat over one-tenth the present cost of printing and supplies, would be a sufficient allowance to make for this item.

The proposed method will be fully as effective as the present one, and will effect an annual saving in The Adjutant General's Office of $9,800 in salaries and of $26,800 in printing, half tones, and supplies, together with an annual saving in the Surgeon General's Office of $15,000 in photographic supplies and material, a total direct saving for the War Department of approximately $51,600. The total saving to the department would be much larger than this because of the indirect elements of cost which can not be definitely measured, such as the handling by laborers, messengers, mail clerks, recording clerks, index clerks, file clerks, and officers of thousands of communications annually. The saving to the Post Office Department in the handling of from 12,000,000 to 15,000,000 circulars put up into approximately 2,000,000 pieces of mail would be a large element of saving in addition to that noted for the War Department.

8. *It is recommended that the review of the reports of the identity section by the Administration Division be discontinued.*

The reports prepared by the identity section on men who are reported as deserters and on other cases are sent to the Administration Division, where they are reviewed before being dispatched from the office. As stated in the critical report on the Administration Division, this review of the work of the identity section seems wholly unnecessary, and that section should be held responsible for its work, just as divisions are generally held responsible for the work per-

formed by them. In order to insure the proper performance of the work of the identity section, it is not necessary that its work be reviewed in the Administration Division. The recommendation made in the critical report of the Administration Division that this review work be eliminated, is repeated here. The elimination of the Administration Division's review of the identity section's work will simplify and lessen the work of that section. Upon the adoption of this recommendation, it will no longer be necessary for the identity section to prepare duplicate copies of the special mailing list, prepared in connection with each case of desertion, and of other records. It is estimated that the preparation of the duplicate mailing list and other special lists for the Administration Division, consumes on an average of more than one hour each day for one clerk in the identity section.

Furthermore, upon the adoption of the commission's recommendation for the discontinuance of the record card, it will be unnecessary for the identity section to prepare the special form of record card now made out in the case of each desertion.

It is not possible to definitely state the amount to be saved by eliminating the Administration Division's review and by arranging for the identity section to deal directly with the rolls and other divisions with which it must cooperate in the preparation of reports on deserters. The present methods, however, involve a considerable amount of unnecessary handling of cases, and there would be a saving in cost and in the time required for the preparation of reports.

Savings in identity section.—The present force in the identity section consists of 20 employees, receiving salaries aggregating $23,600. The recommendations for a new arrangement of the finger-print records, for discontinuing the recording of the names of military organizations, for the adoption of new methods of circularizing deserters, and for the discontinuance of the review of the identity section's work by the Administration Division will effect sufficient savings in clerical work to enable the identity section to perform its work with the following force:

1 clerk class 3	$1,600
2 clerks class 2	2,800
8 clerks class 1	9,600
2 clerks at $1,000	2,000
13 clerks, with salaries aggregating	16,000

Thus, a saving of seven clerks with total salaries of $7,600 will be effected in the identity section. An additional saving of $5,400 in salaries and of five men will be effected in the carding sections as the result of the reduction in work in the identity section, thus making

it no longer necessary for clerks to be detailed from those sections to the identity section. This is a total reduction in force of 12 men and in salaries of $13,000.

A further saving to be noted in connection with the identity section is $26,800, on account of decreased requirements for supplies, printing, etc., making an aggregate saving to be here recorded of $39,800.

The proposed saving of $15,000 in photographic supplies should be taken into consideration in making estimates for appropriations for the Surgeon General's Office.

9. *It is recommended that all military record cards and personal papers be transferred to the Regimental Records Division.*

There are now filed in the Tenth Street branch all military and medical record cards and personal papers for men in the War of 1812, Spanish-American War, Philippine insurrection, and in the Confederate Army, together with a small part of the military record cards for volunteers in the Union Army during the Civil War. The corresponding records for the Revolutionary War, Indian wars, War with Mexico, and, in large part, for the Civil War, are filed in the Regimental Records Division.

All such records logically belong in that division, both from the standpoint of consultation of records and from the standpoint of subject matter. Material savings in the time and expense required for furnishing information will be effected by placing all record cards of volunteer troops in the Regimental Records Division. The largest saving will be effected through the transfer and consolidation of the record cards for the Civil War Volunteers, which subject is discussed in detail in the following section.

The space occupied by the files to be transferred to the Regimental Records Division is stated in Section III, where a recommendation is made for the placing of all old military records in a new file building to be rented for that purpose.

10. *It is recommended that the military-record cards for Civil War volunteers be transferred to Regimental Records Division and consolidated with the file of similar cards in that division.*

As stated in the descriptive report of this branch, information was furnished during the fiscal year 1912 from the records in answer to approximately 45,000 requests for information. The records of the Tenth Street branch show that over 26,000 of these requests are "statement of service" cases requesting information concerning volunteers who served in the Federal Armies of the Civil War and of men who served in the Spanish-American War.

From information furnished by the Regimental Records Division and verified by the officials of the Tenth Street branch, it is learned that at least nine-tenths of the 26,000 statement of service cases are cases relating to men who served in the Civil War and are referred from the Regimental Records Division to the Tenth Street branch. This practice is now necessary because of the fact that the military-record cards for volunteers in the Civil War are filed in part in the Regimental Records Division, in the State, War, and Navy Building, and in part in the Tenth Street branch. The present practice is to send the cards from the Tenth Street branch to the Regimental Records Division whenever the latter division makes a call upon the former for information. Such cards as are sent under this practice to the Regimental Records Division are permanently filed there.

The illogical division of the file of military-record cards results in a large amount of unnecessary handling of approximately 25,000 cases per annum. The military-record cards for Federal troops in the Civil War now in the Tenth Street branch should be transferred to and filed in the Regimental Records Division at once. Sufficient space in the files of the Regimental Records Division for filing these cards can be procured by adopting the commission's recommendation with respect to the cross-reference jackets now used. Moreover, the consolidation can be easily effected, as the files in the Regimental Records Division and Tenth Street branch are arranged in exactly the same manner. Such a transfer and consolidation of the files of military-record cards would enable the office to furnish the requested information from one file, in place of searching the two files as at present. The additional work thrown upon the searchers in the Regimental Records Division would be very slight and would consist only of handling a few additional cards for those men whose military-record cards are now filed at the Tenth Street branch. This additional work would not make necessary any increase in the force of the Regimental Records Division.

The transfer of the military record cards of the Civil War to the Regimental Records Division would eliminate at least one-half of the work now performed by those employees of the Tenth Street branch who are engaged in furnishing the statements of service from military card records. Eight men were reported as devoting their full time to the work of searching, and five as devoting part time. It is estimated that this is the equivalent of the full time of 9 men, as follows:

1 clerk, class 3, full time	$1,600
5 clerks, class 1, full time	6,000
3 clerks, class 1, full time	3,000
9 clerks, with salaries aggregating	10,600

The consolidation of the files of cards for Civil War volunteers will effect an annual saving in the salaries of employees searching the files of approximately $4,600, and a reduction in force of four men.

In addition to this direct saving there would be a large indirect saving as the result of the elimination of unnecessary handling of approximately 25,000 cases yearly. The extent to which these cases are now unnecessarily handled is evident from the following list, showing the steps now taken in the handling of cases referred from the Regimental Records Division to the Tenth Street branch, but all of which would be eliminated upon the consolidation of these files:

1. Searcher in Regimental Records Division makes an entry upon the green record card, as follows: "Tenth Street branch please furnish cards of case."
2. Searcher folds up the communication and inserts it with the green record card in mail jacket.
3. The messenger on the five-minute messenger service collects case and delivers it to the proper place for forwarding to the Tenth Street branch.
4. Communication is carried by mail wagon, which leaves the State, War, and Navy Building at specified times each day, to the Tenth Street branch.
5. The case is opened, examined, and assigned to the clerk in charge of the military card records at the Tenth Street branch.
6. The case is recorded by the clerk in charge in a record containing the following facts:
   - (*a*) Date of receipt.
   - (*b*) The serial number of the case.
   - (*c*) Initials of the searcher to whom the case is assigned. (Note: It has been the custom in the past to also record the name of the soldier concerning whom the information is requested and the military organization in which he served. It is now proposed to omit this information from the record.)
   - (*d*) The case is assigned to the searcher, who will procure the requested information from the record.
7. The searcher in procuring the requested information performs a number of different kinds of work, as follows:
   - (*a*) Opens the case.
   - (*b*) Reads it to ascertain what is called for.
   - (*c*) Goes to the proper section of the files and withdraws therefrom the record bearing upon the case.
   - (*d*) Returns to his desk with the record card.
   - (*e*) Enters on the statement of service-record card the fact that "The cards furnished herewith."
   - (*f*) Folds up the communications and the accompanying cards, fastening them together with an elastic band for forwarding to the examiner.
8. The case is reviewed by the examiner to insure that the requests appear to be properly complied with.
9. The examiner folds up the case for transmission to the clerk in charge of searching work.

10. (*a*) Clerk in charge unfolds and opens up the case.
    (*b*) Records in his record the date on which it is sent out from the Tenth Street branch.
    (*c*) Folds up the case again for forwarding to the Regimental Records Division.
11. The case is carried by the mail wagon to the State, War, and Navy Building.
12. The case is delivered by the five-minute messenger service to the searcher who originally handled the case in the Regimental Records Division.
13. The searcher in the Regimental Records Division removes the case from the mail jacket and opens it up.
14. Searcher in Regimental Records Division—
    (*a*) Examines case.
    (*b*) Places the cards forwarded from the Tenth Street branch in the proper place in the Files and Regimental Records Division.

It is impossible to estimate the cost of all of these unnecessary steps which are now taken in the handling of approximately 25,000 communications each year. It is evident, however, that considerable saving would result from the elimination of this unnecessary work.

11. *It is recommended that printed forms be used, as far as practicable, in furnishing information from military card records for men in the Confederate Armies.*

Requests for information concerning men who served in the Confederate Armies formed the second largest class of communications requesting information from records in the custody of the Tenth Street branch. These requests form the larger part of the 15,000 "correspondence file" cases requiring a search of the files at the Tenth Street branch. These cases are received from the Correspondence and Examining Division, which enters on the white record card accompanying the cases a request on the Tenth Street branch to furnish information as called for in the communication accompanying the record card. The Tenth Street branch enters such information as it has on the case upon the record card. If the action at this branch completes the case, it is then forwarded to the Correspondence and Examining Division for the preparation of a reply, which is based upon the statements made by the Tenth Street branch on the record card. If additional information must be furnished by some other division, the Tenth Street branch forwards the case to that division for entering on the record card such information as is contained in its file. The second division handling the case will also enter its information upon the record card and forward the case to the Correspondence and Examining Division for the preparation of the reply.

This method of work makes it necessary for the information contained in the reply to be written twice, first upon the record card, and then recast and written by the Correspondence and Examining

Division in the form of the final reply. An examination of a number of these requests for information concerning the service of men in the Confederate Armies disclosed the possibility of using a printed form for reporting such facts as are a matter of record in the division having custody of the files. In cases where the Tenth Street branch furnishes all information concerning the military service, no difficulty would arise in entering the information upon a printed form. In the opinion of the officials of the Tenth Street branch a difficulty would be encountered, however, in indorsing information on a printed form when it was necessary for two or more divisions of The Adjutant General's Office to supply the information necessary for a complete reply. It is believed that this objection applies only to requests concerning men who served in military organizations for which the record cards have not yet been prepared. Inasmuch as the military record cards have been prepared for all Confederate troops excepting those furnished by Virginia, it is evident that only a small fraction of the total requests would fall into this class of cases.

It is recommended that a printed form be prepared for use in furnishing information from the records concerning the military service of men in the Confederate Armies. This recommendation is in line with the practice long ago adopted by The Adjutant General's Office for furnishing information to the Pension Office and the Auditor for the War Department concerning military service of men in the Federal Armies. In any cases which must be handled by two or more divisions, each division could enter such information as it had on the printed form and if it was found that the information entered was not in proper form for sending out, a new statement could then be prepared from the form. This would not entail any work in addition to such as is now performed in entering the information on the record card. In this connection, it should be noted that a recommendation in another part of this report will, if adopted, eliminate the record cards for communications of this class.

SAVINGS IN CONNECTION WITH OLD MILITARY RECORDS.

With the adoption of these recommendations, it will be possible to perform all work connected with these records with the following force:

1 clerk, class 3	$1,600
2 clerks, class 1	2,400
2 clerks, at $1,000	2,000
5 clerks with salaries aggregating	6,000

This is a saving of $4,600 in salaries and a reduction in force of four men.

12. *It is recommended that a temporary division be organized for the completion of the carding of Confederate Army records.*

Record cards showing the military and medical history of men in the Confederate Army are being prepared in Sections I, II, IV, and V of the Tenth Street branch. This work has been in progress for several years and, with the force employed during the past year, it is estimated that two years will be required for the completion of the work.

As stated in Section III of this report, the total salary of employees reported as devoting the whole or part of their time to carding work is $103,400. This includes, however, $6,600 paid to clerks for work performed in connection with the descriptive circulars and with searching and reporting from records. The carding sections derive no benefits from these salaries, and accordingly only that part of the force which is regularly employed on carding work is here considered. That part of the force which is regularly detailed is considered in connection with the work to which detailed. The force regularly employed on carding includes the following:

3 clerks, class 4	$5,400
8 clerks, class 3	12,800
10 clerks, class 2	14,000
38 clerks, class 1	45,600
19 clerks, at $1,000	19,000
78 clerks with salaries aggregating	96,800

Since the work to be performed by this force is wholly distinct from that of other divisions, it is recommended that this force be organized as a separate division.

Recapitulation of savings for the entire Tenth Street branch.

Abolishment of branch as a separate organization	$5,000
Transfer of printing work	10,000
Changes in identity section	13,000
Changes in methods of furnishing information from military records	4,600
Total savings in salary expense	32,600
Printing descriptive circulars	26,800
Total savings for The Adjutant General's Office	59,400
Materials for descriptive circulars furnished by the Surgeon General's Office	15,000
Total savings for the War Department	74,400

Seventeenth Street Branch.

SUMMARY OF RECOMMENDATIONS.

It is recommended:

1. That the building occupied by the Seventeenth Street branch, situated at 610 Seventeenth Street NW., be vacated at the expiration of present lease.
2. That the branch be discontinued as a distinct organization.
3. That the Confederate prisoner-of-war records be transferred to the Archives Division.
4. That the duplicate military records be placed in the custody of the Archives Division.
5. That the work of repairing mutilated documents and records be transferred to the Archives Division.
6. That the rebinding of book records be transferred to the Government Printing Office.
7. That the manufacture of "box-index cards" and "double mail jackets" be performed at the Government Printing Office.
8. That the carpenter shop be abolished.

With the adoption of the foregoing recommendations, the present force of employees can be reduced to two clerks, with a total annual salary expense of $2,200, thereby saving in salary expense $4,640.

The estimated expense for bookbinding, carpenter work, box-index cards, and mail jackets will be approximately $1,550, making a net monetary saving of $3,090 per annum.

The approximate saving in housing cost will be $1,000, which will be available for meeting a part of the expense of the new file building.

1. *It is recommended that the building occupied by this branch be vacated.*

The building occupied by the Seventeenth Street branch is situated at 610 Seventeenth Street NW., and is a five-story brick structure of old construction. It is not suitable for clerical or office purposes, nor is it strong enough to be used to advantage for filing purposes.

The rent for this building is $1,500 a year, and the cost of operation is comparatively high. On an average, 30 tons of coal, costing approximately $210, are used annually, and the electric-light and gas bills average approximately $50 per annum. Additional expense is incurred for a watchman and messengers.

It is recommended that this building be vacated at the expiration of the present lease.

The adoption of this recommendation, together with those for the transfer of the files and of the work of this branch will effect a

saving in housing cost of approximately $1,000 per year. This saving will result in part from doing away with the Seventeenth Street branch as a separate organization, thus making it unnecessary to utilize space for the office of a clerk in charge; in part from the transfer of the work of binding to the Government Printing Office; in part from the transfer of carpenter repair work to the War Department carpenter shop, and the discontinuance of the construction of office equipment. A part of the saving in housing cost would also be due to the fact that a considerable portion of the Seventeenth Street building is not fully utilized.

With regard to the failure of The Adjutant General's Office to fully utilize the building, it is estimated that the second, third, and fourth floors of this building would accommodate with safety, and without interfering with the performance of work now carried on, at least 55 additional file cases. Furthermore, the basement is only utilized in part and that part is used merely for the collection of rubbish and old equipment and for drying out a small quantity of lumber to be used in the carpenter shop. This basement is dry, has a concrete floor, and could be used for filing purposes. It is estimated that 60 file cases could be stored in the basement. There is a brick wall separating that portion of the basement which is here suggested for filing purposes from that portion which is used for furnace purposes, thus insuring a proper protection from dust and dirt.

Fire risks.—In compliance with the request of the commission, the Commissioners of the District of Columbia detailed Mr. P. W. Nicholson, fire marshal, to inspect the premises at 610 Seventeenth Street NW. He reported that the use of gas between the rows of file cases is dangerous; that the stairway should be of fireproof construction; that there should be at least two 3-gallon fire extinguishers provided for each floor; and that a standard platform fire escape should be erected on the east or west wall for the protection of the occupants.

His report on this building is appended hereto.

OCTOBER 11, 1912.

FRANK J. WAGNER,

Chief Engineer District of Columbia Fire Department.

SIR: I have the honor to report that in accordance with the order of the Commissioners of the District of Columbia, and upon the request of Mr. M. O. Chance, secretary of the President's Commission on Economy and Efficiency, accompanied by Mr. W. H. Fowle, a representative of the commission, I visited and made an examination of premises 610 Seventeenth Street NW., occupied by the Seventeenth Street branch of The Adjutant General's Office, for the purpose of ascertaining what protection is afforded the occupants, the building, and contents in case of fire.

The building is a five-story brick structure; the basement is used for the storage of lumber and records; the heating plant is located in the hallway of

basement; the first floor is used as a carpenter shop; electric light is used on the first floor and in basement. The second floor is used for the clerical force, the custodian of department, and the storage of wood file cases and paper records. Third floor is used for the clerical force with four employees, wood file cases, and paper records. Fourth floor, nine employees; wood file cases and paper records are stored. Fifth floor is used for the storage of wood filing cases, with paper records only, and extend from ceiling to floor and cover the entire length of building; there is no heat or light provided for this floor. Gas is used on the third and fourth floors; the use of gas between the rows of file cases I consider dangerous, for the reason that on cloudy days it would be necessary to light the gas to find or replace records; electric light of modern construction should be provided throughout the entire building.

The storage of these file cases with their records are considered highly combustible; the floors are of wood laid on brick arches, but the stairway is of wood construction in an open hallway; this stairway should be of fireproof construction and built on inside of fireproof walls or inclosure. From the crowded condition of these file cases on each floor, I consider the building poorly lighted and ventilated; there is a fire-alarm box, No. 367, on first floor in hallway, but no other protection to guard against fire; there should be at least two 3-gallon fire extinguishers provided on each floor or a storage chemical tank with outlets and hose on each floor provided; a standard platform fire escape should be erected on the east or west wall for the protection of the occupants, the stairway being of wood, and the amount of other combustible material stored on the different floors. I do not deem this building at all suitable for office purposes; a fireproof building should be provided for the clerical force and a separate building erected for the storage of the filing cases and their records.

Very respectfully, P. W. NICHOLSON, *Fire Marshal.*

Electric wiring.—In compliance with the request of the commission, the office of the engineer commissioner of the District of Columbia detailed an inspector to make a report on the electric wiring and equipment in the building at 610 Seventeenth Street NW. His report is quoted in full as follows:

[Adjutant General's Office, 610 Seventeenth Street NW.]

1. Reenforced cord should be used for the extension light over the planer.
2. Wires run in conduit should be substituted for the cord extension for the light over the buzz saw. Reenforced cord should be used for the drop-light at this point.
3. Motors should be inclosed with substantially constructed iron boxes made of one-sixteenth inch iron instead of unlined wooden boxes.
4. Motors should be set in drip pans constructed of one-sixteenth inch iron and of such size that they will span the motor bearings.
5. The motor rheostats should be inclosed with approved iron boxes and mounted on slate at least seven-eighths inch thick and thoroughly insulated.
6. The wooden floor under the motor boxes should be thoroughly painted to prevent the absorption of oil.
7. Conduit for motors should enter and be properly fastened to the switch and rheostat boxes.
8. The 5-horsepower motor should be protected with an approved circuit breaker inclosed with an iron box.

9. Motors should be protected by approved cartridge fuses placed in iron boxes with hinged covers, in place of the existing link and cartridge fuses.

10. The switch box for the 3-horsepower motor should be of such size that the door of same will close when the switch is fully open.

11. All conduit in switch, outlet, and junction boxes should be provided with terminal bushings and lock nuts.

12. The snap switch on the basement stairway should be placed on or in an approved switch box or fitting.

13. The cord extension for the light at the foot of the basement stairway should be removed and wires rerun in an approved manner in conduit or leaded armored cable substituted.

14. The circuit for the lights should be protected by an approved fuse block placed in a metal box having a hinged cover.

15. The conduit for the lights should be continuous from the junction box in which the wires are connected to the various outlets.

16. The receptacle for the light at the furnace should be placed on or in an approved outlet box or fitting.

17. The meter loop should be constructed in an approved manner by means of an outlet box, the cover of which should contain a porcelain bushing for the meter-loop wires. The conduit for the feeder wires at this point should enter the meter-loop outlet box.

18. The conduit system should be grounded to a water pipe in an approved manner.

It is recommended that the owners of this property be required to comply with the recommendations of the inspector if the building is to be occupied by the Government.

Sanitary condition.—The commission requested the Commissioners of the District of Columbia to detail a sanitary inspector to inspect this building. The sanitary inspector reports the general sanitary condition to be fair. He criticizes, however, the condition of the water coolers and of the floor in one of the toilets.

The report of the sanitary officer on this building is as follows:

OCTOBER 11, 1912.

WILLIAM C. WOODWARD, M. D.,
Health Officer, District of Columbia.

SIR: I have the honor to present the following special report relative to the inspection of the Seventeenth Street branch of The Adjutant General's Office, located at 610 Seventeenth Street NW.

This is a five-story and basement brick building of old style architecture and construction. The dimensions are approximately 70 feet long and 28 feet wide, and has high ceilings with the exception of the fifth floor.

Lighting, heating, and ventilation.—Ample natural light is had by a sufficient number of windows at every point where persons are regularly employed, except in the hallway on the fourth floor.

The building is heated by a furnace and apparently is adequate. Sufficient ventilation facilities are provided by means of doors and weighted windows. The toilet rooms, however, on the first and second floors ventilate directly into the hallway.

There are 11 males and 2 females employed in the building, and no overcrowding of employees exists.

Separate and sufficient toilet facilities are provided for the male and female employees. The plumbing fixtures throughout the building are generally not good, and some are of the very old type.

The iron tops to the water-closets on the first floor have become dilapidated and rusty, the bowls are discolored and foul, also the floor is unclean.

The urinal in toilet room on the second floor is foul. The toilet room on the third floor, for the use of the female employees, is kept in fair sanitary condition, but one of the water-closets in this room is apparently not used, hence the danger of the water evaporating in the trap.

The basement is free from dampness, and is used for storage purposes. The yard drainage is fairly good. The presence of dust is quite noticeable on the file cases and records in some parts of the building, and as a whole the maintenance is not of the best.

Dates of inspection: October 10 and 14, 1912.

J. F. BUTTS, *Sanitary Inspector.*

Plumbing.—The commission requested the Commissioners of the District of Columbia to detail a plumbing inspector to inspect this building. His report states that the plumbing equipment is in bad condition, with the result that the toilet rooms are in an insanitary condition. He recommends that the plumbing be entirely remodeled. The full report is as follows:

[Memorandum of inspection of plumbing at the Seventeenth Street branch, Adjutant General's Office, 610 Seventeenth Street NW.]

Third floor—Ladies' toilet:

Two straight hopper closets.

Marble wash basin with reverse vent.

It is probable that closet traps are vented, but there was nothing to indicate it.

Second floor—Men's toilet:

Two combined hopper and trap closets, one of which is badly cracked.

Double marble basin on a single trap. Trap is deformed and leaks slightly.

Urinal trapped, but not vented. The bowl is badly cracked and is set against a wooden wainscoting, which is saturated with urine.

Dirty lead pan under slat floor.

Main vent offset at this floor line and probably obstructed.

First floor—Men's toilet:

Same plumbing as third floor except that the wash basin is low vented, but not reverse vented, as on the top floor.

Basement:

Unvented trap under sink in front. This fixture is also loose.

Unused straight hopper closet covered by wooden box.

General:

All of these toilet rooms are open to main hallway, so that odors can ascend and enter the various rooms, and the first floor toilet room has no outside light and ventilation except through a door to the rear.

A peppermint test showed an odor of peppermint in the third-floor toilet, which could not be located, as it was from a point under the floor, and a very bad leak at the base of the soil stack.

The plumbing work in this building should be entirely remodeled, unused fixtures done away with, and modern fixtures installed in a tight and workmanlike manner.

2. *It is recommended that the branch be discontinued as a distinct organization.*

This branch consists of a number of sections and work units engaged upon wholly unrelated work. Mr. Claude R. Zappone, salary $1,600, is designated as the clerk in charge of this branch, and is also the custodian of the files located here. The files logically belong in the Archives Division, and the work being performed at this branch properly belong in other divisions, or is work of such a nature that it can not be performed to advantage by The Adjutant General's Office. There is no reason why such an organization unit as the Seventeenth Street branch should exist, and it is therefore recommended that this branch be discontinued as a distinct organization. The adoption of this recommendation, together with those for the transfer of the files and of the several classes of work now performed at the Seventeenth Street branch, will enable The Adjutant General's Office to utilize Mr. Zappone's services on other branches of work, thus effecting an annual saving in salary of $1,600.

3. *It is recommended that the Confederate prisoner of war records be transferred to the Archives Division.*

A part of the records of the Confederate prisoners of war is located in the Seventeenth Street branch and the balance in the Archives Division of the State, War, and Navy Building. The result of the division of this file is that whenever it is necessary to consult these records the clerk in the Archives Division, Mr. Thompson, salary $1,800, must leave his desk and visit the files in the Seventeenth Street branch. This causes a large waste of Mr. Thompson's time, since he must travel from the fourth floor of the State, War, and Navy Building to the third floor of the Seventeenth Street branch at least once a day. Whenever he visits the Seventeenth Street building a substitute must be assigned to his desk in the Archives Division. The transfer of these files to the Archives Division, where they properly belong, would effect a saving in clerical services, as has been pointed out in the constructive report for that division.

There are only 17 file cases of these records, so that very small expense and difficulty would be encountered in transferring them.

4. *It is recommended that the duplicate military records be placed in storage in the custody of the Archives Division.*

The military records in the Seventeenth Street branch are duplicates of records in the Archives Division of The Adjutant General's Office, and logically should be in the custody of that division. The clerk in charge of the Seventeenth Street branch explained that these files are considered a part of the Archives Division files, but are not

in the custody of that division for lack of space in the State, War, and Navy Building.

These files are very seldom consulted, since they contain merely duplicates of records filed in the State, War, and Navy Building. These duplicate records should be transferred to the custody of the Archives Division and placed in storage where it would be unnecessary to have any custodian in charge of them.

5. *It is recommended that the work of repairing mutilated documents and records be transferred to the Archives Division.*

A clerk at $1,200 and a clerk at $1,000 are employed in repairing mutilated documents and old records which need to be repaired, but do not need to be bound.

Since most of the documents and records to be repaired are filed in the State, War, and Navy Building, there are unnecessary expense and work involved in carrying the documents and records to the Seventeenth Street branch. The repair of torn documents and records is but one type of work connected with the care and custody of the old military records.

It is recommended that the men who are employed in repairing mutilated documents and records be transferred to the Archives Division, which has the custody of a large part of the old records. Other divisions having documents or records requiring repair could send them to the Archives Division more readily than they are now sent to the Seventeenth Street branch.

6. *It is recommended that the rebinding of book records be transferred to the Government Printing Office.*

The section engaged in rebinding book records occupies somewhat more than half of the third floor of the Seventeenth Street branch. The clerk in charge of this work, salary $1,200, is an employee of The Adjutant General's Office, while the other three employees engaged on the rebinding work are detailed from the Government Printing Office and make daily reports to that office. Such equipment as is now used by the binding section is owned by the Government Printing Office and is loaned to The Adjutant General's Office.

This section has limited facilities for binding records as compared with the Government Printing Office, thus making it necessary to work to disadvantage with resulting high costs and small output. A material reduction in cost could be effected by transferring the work to the Government Printing Office, as well as a great reduction in the time needed for completing the work.

It is of great importance that the rebinding should be done as soon as possible so as to gain the advantages thereof, these advantages being a material gain in filing space through the elimination

of blank pages from old records and the placing of the records in better condition for consultation and preservation. With respect to the gain in filing space, it is estimated that the records of the Archives Division, which are now being rebound, are reduced in size by about one-third in the course of rebinding. It is stated that the rebinding work which has been performed in the past has resulted in the saving of the equivalent of the space of three rooms.

In discussing the factors involved in this work of rebinding, some of the officials of The Adjutant General's Office have stated that it was very important to have the records rebound in The Adjutant General's Office so as to have them available for reference if any occasion arose to consult these records while they were in the hands of the binder. It has also been argued that since these records are very valuable they should not be allowed to go out of the jurisdiction of The Adjutant General's Office.

In answer to the first objection, as to having the binding done outside of The Adjutant General's Office, it may be stated that such information as might be needed from these records during the process of rebinding could be furnished by the clerk in charge of the work. This could be effected very readily if Mr. Britt, who now has charge of the rebinding and who was formerly an employee of the Government Printing Office, was either transferred to the Government Printing Office or detailed from The Adjutant General's Office to the Printing Office to have charge of the rebinding of these records. It may be added with respect to this point that there is no real reason why it should be necessary to consult these original records during the short space of time required for them to be rebound in the Government Printing Office. An arrangement could be made with the Public Printer whereby old records could be sent to the Government Printing Office twice each week, the first lot of records being returned at the same time that the second batch of records is sent to the Printing Office.

With respect to the second objection to having the binding done outside The Adjutant General's Office, namely, that of permitting the records to go outside of the jurisdiction of that office, it is only necessary to state that the Government Printing Office is constantly handling documents and matters of even greater importance than these valuable war records.

In view of the facts stated in this report, it is recommended that the binding work be transferred to the Government Printing Office. Such a transfer of work will not endanger the records nor interfere with the proper dispatch of business, but will (1) reduce the labor cost of the work, (2) effect a saving in housing cost, and (3) result in the completion of the work in a much shorter time than is possible under the present arrangement.

7. *It is recommended that the manufacture of "box index cards" and "double mail jackets" be performed at the Government Printing Office.*

The production of 10,000 box index cards and 8,000 double mail jackets by hand in the bindery of The Adjutant General's Office involves unnecessary expense. These cards and jackets are made by hand by Mr. Britt, the $1,200 clerk in charge of the binding section. Each card must be cut out according to a model, and it requires a number of distinct operations in order to produce a single card. The production of the mail jacket is more involved and requires a much larger number of separate motions.

At the Government Printing Office both the cards and the jackets could be stamped out by machinery at a very small cost compared with that at which they are now produced at The Adjutant General's Office. The production of these cards and jackets requires one-fourth of the time of Mr. Britt, thus meaning that the labor cost involved in the production of these supplies is $300 per year. The labor cost at the Government Printing Office of producing 10,000 of the index cards would be $5 and the labor cost of producing 8,000 mail jackets would be $51, a total of $56. The manufacture of these supplies at the Government Printing Office would thus effect an annual saving in salaries of $244.

It is recommended that the work of making the box index cards and the mail jackets be performed at the Government Printing Office during such time as these supplies may be needed in The Adjutant General's Office. The adoption of the commission's recommendation for the flat filing of correspondence will eventually render the use of these supplies unnecessary.

8. *It is recommended that the carpenter repair work be performed in the War Department carpenter shop and that new equipment be purchased.*

The work performed in the carpenter and blacksmith shop is largely the construction of new filing equipment and other office equipment and to a smaller extent the repair of furniture and other equipment. An examination of the work done by this shop shows that it is of a high grade and finished character, the mechanic in charge being a skillful workman.

The cost of constructing new equipment is, however, very high when consideration is given to all elements of cost, including the rental value of space occupied by the carpenter shop, the high cost of hand methods as compared with machine methods, and the relatively high prices which The Adjutant General's Office must pay for materials and supplies purchased in small quantities.

It is recommended that the repair work now performed in this carpenter shop be performed in the carpenter shop maintained by the War Department. It is further recommended that when new equipment is needed it be purchased in place of being constructed in The Adjutant General's Office. It is evident that a material saving can be effected through the release of the first floor of this building for other purposes, through the consolidation of all repair work in one shop for the War Department as a whole, and through the purchase of equipment from dealers.

SAVINGS.

There are now six employees in this division, four clerical and two nonclerical, with salaries aggregating $6,840. With the adoption of our recommendations this force can be reduced to two clerks, at a total annual salary expense of $2,200, a reduction in force of four persons and in salary cost of $4,640 per annum. The approximate saving in housing cost by the vacation of the present building will be $1,000 per annum, but this is considered as an offset to the expense of operating the proposed new file building.

In order to compute the net saving to be gained it is necessary to deduct from the saving in salary cost of $4,640 certain offsetting items, as follows:

1. The cost of box index cards and mail jackets, if purchased from the Government Printing Office.
2. The estimated cost of such repair work and new equipment as are now produced in the carpenter shop.

These items are estimated at $1,500. Deducting this amount from the gross saving leaves a net annual saving of $3,140.

The expense to be incurred by the transfer of the bookbinding work to the Government Printing Office will be offset by the saving in salary expense of the bookbinder and the two book sewers now detailed from the Government Printing Office.

APPENDIXES.

A detailed description of the general functions and work of The Adjutant General's Office is contained in Appendix I.

Descriptive statements of the location, work, methods, and organization of each division of the office are contained in Appendix II.

A brief on the legal aspect of the carbon copy as compared with the press copy is attached to this report as Appendix III.

Respectfully submitted.

FREDERICK A. CLEVELAND,
WALTER W. WARWICK,
MERRITT O. CHANCE,
Commissioners.

Appendix I.

FUNCTIONS AND WORK OF THE ADJUTANT GENERAL'S OFFICE.

General.

The functions and work of The Adjutant General's Department are prescribed in part by statute, in part by Army Regulations, and in part by War Department general orders. The Army Regulations describe The Adjutant General's Department as "the department of records, orders, and correspondence of the Army and the militia."

The Adjutant General's Department includes the central "office" in Washington and such officers and men in the military organizations as may be detailed for duty to The Adjutant General's Department. This report is limited to the consideration of the "office" in Washington.

The work of this office consists principally of the handling and filing of correspondence, including Army reports on personnel and movements of troops, and of furnishing information from the records in its custody. The work falls into two main classes, (*a*) that connected with present military personnel and operations, and (*b*) that connected with the records of former officers and men and of former military organizations. Incidental to these two main classes of work The Adjutant General's Office conducts printing, binding, and carpenter shop work.

WORK CONNECTED WITH PRESENT MILITARY PERSONNEL AND OPERATIONS.

This work, as stated above, consists principally of the handling of the correspondence, orders, and records of the Army. The work may be divided into the following groups:

1. Recording, authenticating, and communicating to troops and individuals in the military service all orders, instructions, and regulations issued by the Secretary of War through the Chief of Staff. This includes printing and distributing approximately 17,650,000 Army orders and circulars.
2. Preparing and distributing commissions.
3. Compiling and issuing the Army Register and the Army List and Directory.
4. Examining, recording, and consolidating the general returns of the Army, which include the (*a*) bimonthly muster rolls, (*b*) monthly "Army returns" of services of officers, (*c*) recruiting reports, (*d*) enlistment contracts, and (*e*) miscellaneous reports.
5. Arranging and preserving the reports of officers detailed to visit encampments of militia.
6. Preparing the annual returns of the militia required by law to be submitted to Congress.
7. Managing the recruiting service.

8. Recording and issuing orders from the War Department remitting or mitigating sentences of military convicts who have been discharged from the military service.
9. Maintaining the personal identification system.
10. Furnishing information from the records concerning the personnel and operations of the present Military Establishment.
11. Forwarding personal mail to officers and enlisted men.

The number of communications received annually by The Adjutant General's Office in connection with the business of the present military organization is given in the War Department's report on "Handling and filing of correspondence" under date of February 15, 1911, as follows:

Orders issued by Army commanders	159,000
Current Army reports and returns	189,000
Letters from the staff departments and the Army at large	140,000
Letters from miscellaneous sources	87,000
Total	575,000

In addition to these incoming communications, 70,000 private letters for officers and enlisted men were received in The Adjutant General's Office and forwarded to them.

The number of outgoing communications was not reported in any detail, so it is impossible to state separately the number of communications sent out in connection with the business of the present military organization, and the number sent out in connection with the work on the records of former military orgaizations. The total number of outgoing communicatins of the two classes was reported as "about 356,000. This number does not include approximately 17,650,000 printed Army orders and circulars issued from this office annually."

The methods followed in handling and filing correspondence are described in Section IV of this report.

WORK CONNECTED WITH RECORDS OF FORMER ORGANIZATIONS.

The Adjutant General is vested with the custody of the military and hospital records of the volunteer armies and of the permanent military establishment. Upon the muster out or discharge of volunteers or militia from the service of the United States, and upon the disbandment of any organization in the permanent military establishment, all the records that pertain to them and that have not been filed in The Adjutant General's Office are transferred to and filed in that office. The archives of The Adjutant General's Office include the following:

1. All military records of the Revolutionary War.
2. Records of all organizations, officers, and enlisted men that have been in the military service of the United States since the Revolutionary War.
3. Records of the movements and operations of troops.
4. Medical and hospital records of the Army.
5. Reports of physical examinations of recruits.
6. Identification cards.
7. Records of the Provost Marshal General's Bureau.
8. Records of the Bureau of Refugees, Freedmen, and Abandoned Lands.
9. Confederate records, including those pertaining to the legislative, executive, and judicial branches of the Confederate Government.

The Adjutant General takes any necessary steps to complete and correct the records in his custody.

At the present time about 30 employees are employed in preparing record cards showing the military services of the men who served in the Confederate Army during the Civil War. This work was begun in 1902, and it is estimated that with the present force the work will be completed in two or three years. Record cards showing the military service of the men in the Union Army have been prepared. These record cards are used for furnishing information requested in connection with the settlement of pension claims and other cases involving military histories.

The Adjutant General's Office answers all inquiries for information contained in the archives in its custody, provided these inquiries do not require administrative action by any other bureaus of the War Department. The information furnished from the documents and records include that concerning pension, pay, bounty, and other business pertaining to or based upon the military or medical histories of former officers and enlisted men in both the volunteer and the permanent military organizations.

The War Department's report on the handling and filing of correspondence states that about 135,000 letters requesting statements of military service of individuals are received annually. These requests are received from the Pension Office, Auditor for the War Department, General Land Office, and other Federal departments and offices, from the adjutants general of the several States, the Grand Army of the Republic and other associations, and from individuals.

Another function performed by The Adjutant General's Office is the compilation of historical data on former military organizations. At present the "publication branch" is compiling record cards showing the military history of the companies and other military organizations in the Federal Army during the Civil War. It is the expectation that this compilation will eventually be published. The distribution of the voluminous report on the Official Records of the Rebellion is handled by The Adjutant General's Office in accordance with an act of Congress approved March 3, 1903.

ORGANIZATION.

The Adjutant General's Department includes (*a*) the central "office" in Washington, (*b*) the officers and enlisted men in the several commands detailed to perform the work of The Adjutant General's Department, and (*c*) the recruiting stations. This report is restricted to the consideration of the "office" in Washington.

The personnel in The Adjutant General's Office consists of officers detailed for such duty and of the civilian force authorized by Congress in appropriation acts. In addition to The Adjutant General, who is the head of the department, five officers are usually detailed to the "office" in Washington and are designated as "adjutants general." For the fiscal year 1913 Congress authorized the employment of 638 civilian employees in The Adjutant General's Office, as follows:

Chief clerk, at $2,000	1
Chief of division, at $2,000	10
Clerks of class 4	48
Clerks of class 3	64
Clerks of class 2	94
Clerks of class 1	232
Clerks, at $1,000	88
Engineer, at $1,400	1
Assistant engineer, at $900	1

Firemen, at $720	2
Skilled mechanic, at $1,000	1
Messengers, at $840	10
Assistant messengers, at $720	58
Messenger boy, at $360	1
Watchmen, at $720	8
Superintendent of building, at $250	1
Laborers, at $660	18
Total	638
Salary roll	$781,950

The appropriation act stipulated that "all employees provided for by this paragraph for The Adjutant General's Office of the War Department shall be exclusively engaged on the work of this office for the fiscal year nineteen hundred and twelve."

The divisions into which The Adjutant General's Office is divided, together with the titles of the employees in charge, are as follows:

1. Administration: Chief of division.
2. Orders: Clerk, class 4.
3. Distribution: Clerk, class 4.
4. Mail and Record: Clerk, class 4.
5. Correspondence and Examining: Clerk, class 4.
6. Miscellaneous: Chief of division.
7. Appointments, Commission, and Personnel: Chief of division.
8. Military Academy: Chief of division.
9. Returns: Clerk, class 4.
10. Enlisted Men's Division: Chief of division.
11. Rolls division: Chief of division.
12. Recruiting Division: Chief of division.
13. Regimental Records: Clerk, class 4.
14. Tenth Street: Clerk, class 4.
15. Medical Records: Clerk, class 4.
16. Archives: Chief of division.
17. Seventeenth Street: Clerk, class 3.
18. Publication: Clerk, class 4.

PRESENT METHODS OF HANDLING AND FILING CORRESPONDENCE.

The methods of handling and filing correspondence in The Adjutant General's Office are described in War Department orders of May 15, 1894, and in General Orders. No. 92, under date of May 5, 1909. The latter orders were issued for the purpose of directing the headquarters of military divisions and departments and of specific posts to adopt the same methods which were in use in The Adjutant General's Office.

The methods differ for each of the more important classes of communications handled in The Adjutant General's Office and will be separately described for each of the following classes:

(*a*) Letters from the staff departments and the Army at large and from miscellaneous sources.
(*b*) Current Army reports and returns.
(*c*) Orders issued by Army commanders.
(*d*) Personal mail for officers and enlisted men.
(*e*) Letters requesting statements of military service.

Letters from the staff departments and the Army at large and from miscellaneous sources.—This is the largest of the five classes of communications,

approximately 227,000 letters of this class being received annually, according to the report made by the War Department to the commission. Some of these letters are very important and some are trivial, but all are handled in the same manner, so far as the principal processes of briefing, recording, indexing, preparing, and filing are concerned. Such letters as those requesting the address of an officer or requesting copies of blank forms, or letters belonging to another department and erroneously received in The Adjutant General's Office, are passed through the same processes as letters of great importance to the War Department. It has been stated to members of the committee that formerly letters having no record value, as requests for addresses, were not recorded and filed, but the requested information was simply written on the request, which was then returned to the writer.

An outline has been prepared showing in some detail the processes and subprocesses followed in handling letters from the staff departments and the Army at large and from miscellaneous sources. This detailed outline is presented herewith, since this is the largest class of communications and the procedure of handling these letters is much more involved than that for handling other classes. Moreover, the cost of handling this class of letters is very high.

The sequence in which the processes are performed varies according as the letter is classified as a "new case," an "additional," or a "received back." The order presented in the following outline is that used in handling a "new case" received from a staff department, the Army at large, or a miscellaneous source.

Outline of processes followed in The Adjutant General's Office in handling and filing correspondence with staff departments, the Army at large, and miscellaneous correspondence.

A. INCOMING CORRESPONDENCE.

1. Receiving and opening (Mail and Record Division):
   - (*a*) All mail addressed to The Adjutant General's Office is received in the Mail and Record Division from the War Department post office.
   - (*b*) Mail removed from envelopes by messengers and sent to "receiving clerks."
2. Stamping and classifying for distribution (Mail and Record Division, receiving clerks):
   - (*a*) Stamp mail with date of receipt and name of office.
   - (*b*) Record the number of communications of each class.
   - (*c*) Classify and arrange for distribution to division or section to which the communication pertains.
   - (*d*) Attach the blank record and index cards.
   - (*e*) Forward to "briefing section."
3. Briefing, recording, and indexing (Mail and Record Division, briefing section):
   - (*a*) Brief all important communications on the back of the first fold.
   - (*b*) Prepare record cards.
   - (*c*) Prepare general index cards and "duplicate general index cards."
   - (*d*) Prepare, whenever necessary, cross-reference cards.
   - (*e*) Indicate by red-ink check mark on record cards all subjects, names, and titles for which index cards are prepared.
   - (*f*) Forward communications and record and index cards to numbering clerks.
4. Numbering (Mail and Record Division, briefing section):
   - (*a*) Serial number placed on communication and all accompanying papers.
   - (*b*) Communications with cards forwarded to index files.

5. Searching index for previous communications in the case (index file):
   (*a*) File number (which is the number of the lowest numbered, i. e., oldest paper in the case) placed on document, record, and index cards.
   (*b*) Duplicate general index card and cross-reference cards placed in files.
   (*c*) Original general index card sent to tally clerk, who holds it until disposition of the case is finally made.
   (*d*) Communication with new record card attached sent to record-card files.
6. Withdrawing and examining record cards of previous papers in the case (record-card files):
   (*a*) Withdraw earlier record cards.
   (*b*) Determine whether the new communication is to be filed with or merely cited to the earlier communications; and, if filed with the earlier communications, determine whether it shall be made a "new case" or an "additional" to an older case.
   (*c*) Make cross references on the new communication and its record card if the new communication is connected with earlier ones.
   (*d*) File slips are placed in the numerical places of any new record cards filed with earlier ones.
   (*e*) Forward the communication, with its record card and any pertinent earlier record cards, to the relevant division.

B. OUTGOING CORRESPONDENCE.

7. Preparing and recording outgoing communications (Correspondence Division or any one of several other divisions):
   (*a*) Correspondence clerk prepares first draft of letter on cards measuring 3¼ by 8 inches. Whenever he considers it necessary, the correspondence clerk consults laws, regulations, or precedents before preparing his first draft. Unusually important cases are submitted to a superior officer for instructions before the correspondence clerk prepares the first draft.
   (*b*) The first draft is reviewed, any necessary corrections being made in ink. This corrected card becomes the office record of outgoing communications.
   (*c*) The "fair copy" is prepared from the corrected copy of the first draft.
   (*d*) The "fair copy" is compared with the first draft.
   (*e*) A brief is made by the correspondence clerk of letters prepared in The Adjutant General's office and addressed to the Secretary of War.
   (*f*) Any papers in the case which are to be filed in the office are sent to the document files.
   (*g*) The communication, with record card attached, is sent to proper official for signature.
8. Indexing:
   (NOTE.—The index of incoming correspondence serves as the index of outgoing correspondence, except when the reply contains new subjects and when the outgoing correspondence is the first communication in a case. In these two latter cases index cards of outgoing correspondence are prepared. See No. 13.)

9. Press copying (chief clerk's office):
   (*a*) Upon receipt of the communication from the signing officer a loose-leaf press copy is made, which is sent to the document files, where it is filed with the communication to which it applies.
   (*b*) The communication is forwarded to the dispatch clerk.
10. Dispatching (Mail and Record Division, dispatch clerks):
   (*a*) The dispatch clerk addresses the envelope, inserts the communication in the envelope, and places it in a mail pouch.
   (*b*) Stamps the name of the signing officer and the date of disposition of the case on the record card and turns the card over to the tally clerk.
11. Tally clerk's record (Mail and Record Division):
   (*a*) The general-index card is received by the tally clerk from the index clerk, as stated above in 5 (*c*). This constitutes an advice that a case is under consideration, and the general-index card is held by the tally clerk until the case is disposed of.
   (*b*) The record card is received by the tally clerk from the dispatch clerk, as stated in 10 (*b*). This constitutes an advice that the case has been disposed of.
   (*c*) After the receipt of the record card the tally clerk stamps on the general-index card the date on which the case is disposed of.
   (*d*) The general-index and record cards are forwarded to the files.
12. Review of briefing (Mail and Record Division):
   (*a*) The briefing of incoming correspondence as made on the record cards is reviewed by clerks in the record-card file section. If unsatisfactory, the work is returned to the briefing division for correction or explanation.
13. Preparation of additional index cards (index card file section).
   (*a*) Upon its receipt in the files the record card is examined in order to determine whether any additional cross-reference index cards are needed.
   (*b*) The record card and any new cross-reference index cards are filed.

C. FILING.

14. Record card file:
   (*a*) The cards are filed in boxes measuring (inside dimensions) 8¾ inches high, 3⅝ inches wide, and 11 inches long. The card is filed under the number corresponding to the serial number given to the communication, except in cases described in (*b*) and (*c*).
   (*b*) When a communication is received which is to be classified as a continuation of or "additional" to a case on file, the record of the letter is made on the card containing the record of the earlier communications in the case or upon "extension slips" attached to this card.
   (*c*) Where there have accumulated three or more record cards in intimately connected cases on the same subject, the cards are brought together in a jacket which is filed under the lowest number borne by any of the cards. On the jacket is entered the number under which the cards are filed, the subject to which they pertain, and the numbers of all cards contained in the jacket.
15. Index card file:
   (*a*) General index cards for all communications are filed by subjects. The index card file box is the same size as the record card file box.
   (*b*) Cross-reference index cards are filed by names of persons concerned in all "necessary" cases.

16. Document file:

(*a*) Documents are folded and filed in boxes measuring (inside dimensions) 9¾ inches high, 4¼ inches wide, 11½ inches long. An exception is made when documents are exceptionally large or bulky, when they are filed in large boxes and reference slips are placed in the regular file.

(*b*) Documents are filed under serial numbers corresponding to the numbers under which the record cards are filed. Whenever record cards are brought together and filed under one number, as described under 14 (*c*), the corresponding documents are brought together in the document file.

The time at which each communication reaches a division is entered on its index or record card by the clerk handling the letter, so that responsibility for any delay may be located. Furthermore, the initials of each person taking action on a communication are entered on the record card for the same purpose of placing responsibility.

Current Army reports and returns.—This class of communications consists of current reports regularly submitted on prescribed forms. The number of these reports is given by the War Department as approximately 189,000 per annum. The procedure for handling these reports is simpler than that outlined above for letters and consists of the following principal processes:

1. Receiving and opening.
2. Stamping and classifying for distribution to division or section to which the communication pertains.
3. Recording receipt on a check list or record sheet.
4. Examining for completeness and correctness.
5. Preparing letters regarding any defects in reports.
6. Recording and tabulating data contained in specified classes of reports, as the "Army Returns" of services of officers.
7. Forwarding report to any other division concerned therewith.
8. Filing.

Orders issued by Army commanders.—The War Department reports that approximately 159,000 of these communications are received annually. The procedure followed involves only a few principal processes, as follows:

1. Receiving and opening.
2. Stamping and classifying for distribution to divisions concerned.
3. Examining to ascertain whether the order affects any other division, and, if so, preparing and forwarding a copy to such division.
4. Filing the orders by serial number under the command from which issued.

Personal mail for officers and enlisted men.—Approximately 70,000 letters are received annually in The Adjutant General's Office for forwarding to officers and enlisted men. The procedure taken is as follows:

1. Receiving.
2. Distributing to division having address of officer or enlisted man.
3. Writing address on mail.
4. Dispatching.

Letters requesting statements of military service.—These requests are received principally from the Pension Office, Auditor for the War Department, General Land Office, and other Federal offices or bureaus. A smaller number is received from associations and individuals. The total number of requests for statements of military service is reported as about 135,000 per annum.

The procedure followed in handling this class of communications is as follows:

1. Receiving and opening.
2. Stamping and distributing to division handling such communications.
3. Preparing record and index cards. Special forms of record and index cards are used for this class of communications and these cards are filed in special files wholly distinct from the record and index card files described for all preceding classes of correspondence.
4. Searching record files for information requested.
5. Entering data for reply on the record card. (This process corresponds to the preparation of "first draft" in other classes of communications.) In some cases, the information must be furnished by several divisions. The first division handling the letter enters on the record cards such facts as it can supply and forwards the letter with its record card to the second division, which makes additional entries on the record card.
6. Entering on file jacket abbreviations indicating the nature of information requested.
7. Preparing reply by filling in blanks on printed forms or by writing letter.
8. Examining reply for completeness and correctness.
9. Affixing signature.
10. Dispatching.
11. Filing incoming requests and record and index cards.

The record cards prepared for requests of statements of military service are not used in answering subsequent communications, as is done in the case of the record cards described for preceding classes of communications. The record cards of statements of military service simply serve the purpose of indicating the number and source of, and the action taken on, these communications.

COST OF HANDLING AND FILING CORRESPONDENCE.

The aggregate cost of handling and filing correspondence in The Adjutant General's Office has not been ascertained, but the following items of expense have been reported to the commission:

1. Briefing (this requires 15 per cent of the time of 46 clerks, whose salaries range from $1,000 to $1,800)	$8,700
2. Recording and indexing incoming correspondence (this requires the remaining 85 per cent of the time of the 46 clerks engaged on briefing)	49,300
3. Distributing (this requires 2 per cent of the time of 13 clerks, whose salaries range from $1,000 to $1,800)	1,216
4. Preparing correspondence (this requires from 25 to 100 per cent of the time of 185 employees, whose salaries range from $1,000 to $2,000)	204,940
5. Recording and indexing outgoing correspondence (this requires 2 per cent of the time of 1 clerk at $1,600 and of 2 clerks at $1,400)	88
6. Press copying (this requires 50 per cent of the time of 1 clerk at $1,400)	700
7. Dispatching (this requires the full time of 1 clerk at $1,800 and of 1 at $1,200)	3,000

8. Filing correspondence (this requires from 20 to 95 per cent of the time of 10 clerks, whose salaries range from $1,200 to $1,800)	$7,650
Total reported cost	275,594

The total appropriation for salaries of civilian employees in the Adjutant General's Office for the fiscal year 1913 was $781,950. The amount expended during the fiscal year 1911 for the same object was reported to the commission as $759,918.10. In view of the fact that the work of The Adjutant General's Office is principally that of handling and filing correspondence, it is evident that further items of cost must be added in order to show the total cost of this work.

Appendix II.

DESCRIPTIVE STATEMENTS OF THE LOCATION, WORK, METHODS, AND ORGANIZATION OF EACH DIVISION OF THE OFFICE.

A. STATEMENT OF THE LOCATION, WORK, AND METHODS, AND THE ORGANIZATION OF THE ADMINISTRATIVE DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division and the files in its custody occupy three rooms and parts of two other rooms in the State, War, and Navy Building. The rooms wholly occupied are Nos. 254, 256, and 257 on the second floor, and the rooms partly occupied are storerooms Nos. 401 (fourth floor) and 559 (fifth floor). The number of employees in each room is as follows: 254, 5; 256, 1; 257, 4; total, 10.

One clerk, assigned to duty in this division as precedent file clerk, is in room 360, being also engaged on work of the Correspondence and Examining Division.

II. Functions.

In general, the functions of this division consist in a supervision of all matters connected with the administration and general conduct of business of The Adjutant General's Office. It exercises this supervision with regard to the efficient, prompt, and economical performance of the work of the office, either by suggesting the reassignment of employees or by formulating such methods as seem best adapted to the conditions and needs of the office.

Specifically, the functions relate to:

I. In regard to the personnel of the office—
   - A. The changes, such as appointments, promotions, transfers, resignations, deaths, and discharge.
   - B. Questions of discipline and instruction.
   - C. Keeping time records of employees.
   - D. Preparation of the office pay rolls.
   - E. Assignment and supervision of messengers.

II. Requisitions for office supplies and printing.

III. Conduct of correspondence regarding—
   - A. Inquiries of a general, historical, and statistical nature.
   - B. System of personal identification of enlisted men of the Army.
   - C. Copying of official records of organizations to complete the collection of records in the custody of States.

IV. The recording of precedents.

V. Supervising the preparation and issue of Army deserters' descriptive circulars and preparation of The Adjutant General's annual report.

VI. Answering personal and telephonic inquiries from outside sources regarding matters connected with the office; finally reviewing some of the office correspondence and handling special cases requiring extraordinary investigation or report.

VII. The prompt performance of the correspondence work of the office.

I–A. THE CHANGES, SUCH AS APPOINTMENTS, PROMOTIONS, TRANSFERS, RESIGNATIONS, DEATHS, AND DISCHARGES, AFFECTING THE PERSONNEL OF THE ADJUTANT GENERAL'S OFFICE.

Appointments of employees are made by selection from a list of eligibles furnished by the Civil Service Commission upon request, and are probationary for a period of six months for the purpose of ascertaining the appointee's adaptability and qualifications for the work to which he is to be assigned. The selection of appointees from the list of eligibles submitted is usually based upon the requirements of particular positions vacant, which therefore govern their assignments to divisions in the office, while their subsequent reassignments are governed by the needs of the several divisions of the office and by the adaptability of employees for their present work and their consequent efficiency in performing it. On the expiration of the probationary period, if the employee's work has been satisfactory the appointment is made permanent, as of the original date of entry into service. All appointments are made to the lowest grade in the class of work to which appointment is made, this causing the higher grades to be filled by promotion only. Appointments and promotions are made when vacancies occur through transfer, resignation, discharge, or death of employees, and the promotions are determined by the semiannual efficiency ratings prepared by the efficiency board. The board is composed of four chiefs of office divisions and four members of the Administration Division, including the chief clerk of the office as chairman. The ratings as fixed by this board are based on the semiannual reports of chiefs of the several divisions of the office and such other information as has come to the attention of members of the board.

Employees are not transferred to other bureaus and departments, except at their own specific request, and only on evidence submitted to show that detriment to the work of the office will not result thereby. Applications for transfers and tenders of resignations are submitted to the Secretary of War, with such recommendations of The Adjutant General as seem for the best interests of the office. In each case the employee makes a written request through the chief of his division who forwards it to the chief clerk with such remarks as will enable The Adjutant General to intelligently consider the request.

Recommendations for the discharge of employees occur rarely and are usually based on their alleged misconduct or inefficiency. In such cases a memorandum is prepared and sent to the Secretary of War, recommending that steps be taken with a view to discharging the said employee for misconduct or inefficiency. This memorandum sets forth the facts and circumstances upon which the charges of misconduct or inefficiency are based. A copy of the recommendation is included in a letter of notification to the employee, stating that he will be allowed three days in which to answer in writing the charges as contained in the said recommendation, the employee being required to address and forward his answer to the office of The Adjutant General. His answer is then forwarded to the Secretary of War with such remarks as may seem advisable. The employee is notified by The Adjutant General of the decision of the Secretary of War.

The ratings fixed by the efficiency board and all appointments, assignments, and promotions, transfers, resignations, and discharges must be approved by The Adjutant General before final action is taken. Appointments, promotions, transfers to positions outside the office of The Adjutant General, resignations, and discharges are effected on the recommendations of The Adjutant General and the approval of the Secretary of War.

I–B. QUESTIONS OF DISCIPLINE AND INSTRUCTION OF EMPLOYEES.

Employees are directly under the supervision of their respective chiefs, and all instructions of a detailed nature are given by such chiefs. General instructions are issued by the chief clerk of the office.

Breaches of discipline are reported by the chiefs of divisions to the chief clerk, either orally or in writing, and such corrective measures are taken as the chief clerk or The Adjutant General may deem for the best interests of the office.

When material errors occur in the work, the clerk making the error is required to write an explanation stating "(*a*) the cause of the apparent error; or, if the cause is not known, (*b*) the probable cause, or, (*c*) a theory as to the cause." The purpose of investigating errors is to learn their specific cause or causes, with the view of adopting measures to reduce the possibility of their occurrence, or to entirely prevent them, according as such remedy may be found feasible. Having this end in view, the clerk is also requested to "(*d*) suggest a remedy for or guard against or means of prevention of this kind of error." The request (Form A. G. O. 215) for explanation may be sent to an employee by the chief of a division or by the chief clerk of the office. Each case is investigated minutely. Detailed instructions have been issued as to the manner in which such explanatory reports should be prepared. Copies of these instructions and of a memorandum bearing upon the subject are shown in another part of this report.

I–C. THE KEEPING OF TIME RECORDS OF EMPLOYEES.

The clerical force of The Adjutant General's Office is presumed to be present daily unless reported absent by the various chiefs of divisions. When leave of absence is granted for periods longer than one day, the time clerk makes an entry on the time-record card of the employee under the heading "Application for leave," showing the number of days granted and giving the inclusive dates. Red-ink marks are made on the reverse side of the time-record cards, a dot indicating date from which leave of absence has been granted, and a dash date to which it has been granted. Each day during the period of absence of the employee the chief of his division reports him as absent on leave, and each day the time clerk makes an entry on the employee's time-record card in the proper space, thus, "1L." If the employee is granted five days' leave and only takes three, surrendering the other two, red-ink dots are placed in the space corresponding to the dates surrendered and a notation made on the face of the card to the effect that two days were surrendered. This notation is made under "Remarks" opposite the entry of the amount of leave granted.

Employees requesting leaves of absence use a blank and submit the same to their respective chiefs of divisions who forward them with recommendations to the chief clerk for action. If leave of absence is granted for one day or less the time clerk makes no note of it, but charges employees with such absences as are reported by the chiefs of divisions in their daily time reports. When leave for more than one day is granted the time clerk fills out a card which is given the employee through the chief of his division.

1–D. PREPARATION OF OFFICE PAY ROLLS.

The mid-month and end-month pay rolls are prepared on forms printed once each month. Two copies, used for the mid-month pay roll with the names of employees in strict alphabetical order and numbered consecutively according to their alphabetical position, are printed, with the amount of pay omitted. The individual amounts are then written in, the mid-month pay being considered

only as an advance on the monthly salaries and serving as a memorandum account only. Three copies are used for the end-month pay roll with the names of the employees arranged alphabetically by grades, and numbered consecutively regardless of grades, the full amount of the monthly salaries being printed opposite each name. The original of this roll is used by the disbursing clerk as his voucher. All changes caused by the addition or loss in the number of employees are made monthly only.

Employees do not sign the pay-roll sheets, but are provided with individual receipts to sign. These are filled out by the pay-roll clerk by showing the number of the employee on the pay roll, the amount he is to receive according to the pay roll is printed in and the date rubber stamped. The name of the clerk is written in pencil at the left-hand end of the mid-month receipt. The receipts are distributed among the employees by the pay-roll clerk. Receipts for the end-month pay roll are accompanied by slips bearing the name and the end-month pay-roll number of the employee showing the amount of the advance on the mid-month pay roll and the amount due. The slips are printed for each month of the year and are initialed by the pay-roll clerk as also are the receipts.

A sheet showing the estimate of funds required for each pay roll is prepared and is an exhibit of the quantity of each denomination of money required for the pay of each clerk. One of its purposes is to aid in furnishing the disbursing clerk data for determining the quantities necessary for each pay day.

It is the practice of the disbursing clerk for the War Department to require all employees thereof to draw their pay at his office between the hours of 10 and 2 of each pay day.

(A. G. O. comment: Employees on duty in the Tenth Street branch and the Army Medical Museum Building are paid by the disbursing clerk at these places between 1 and 3 p. m.)

I–E. THE MESSENGER SERVICE OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

A. *The five-minute messenger mail service.*—In a memorandum from The Adjutant General's Office, dated June 4, 1912, this service was described as follows:

"The method of transporting cases from one desk or division to another is by a five-minute mail service, instituted 22 years ago. The system is operated as follows: On each of the desks of clerks who have frequent occasion to obtain information from certain other desks in cases there is placed a mail box measuring 15 inches in length, 5 in width, and 4¾ in height, divided into three equal compartments; the middle one being designed for mail received at the desk and the two end ones for outgoing mail; one for up and the other for down the route. There are at least 125 such mail-box desks. Some rooms have only 1, others have as many as 12—one for every clerk in the room. Twelve messengers serve this route, each going from the first box of the route—on the basement floor—to the second, and so on, until he reaches the farthest one on the fourth floor, and then returning by the same route to the first box. The messengers collect and deliver as they go from box to box according as they find mail.

"Each clerk is supplied with mail jackets (an average of about 80 to each clerk) conspicuously addressed to the desks with which he has occasion to communicate daily. When he wishes to obtain information in a case from a certain other desk in the building he writes his request on the record card of the case, and places the case in, or straps it to, the addressed jacket and stands it in the up or down compartment of his mail box according to the direction in which it is to go and, dismissing it from his mind, takes up his next case;

and within two and a half minutes, on an average, a route messenger will come to his desk, unobtrusively take that case and carry it to its destination, whatever one of the other 125 desks that destination may be; whether it be in the next room to the right or the left, or the next floor above or below. The following is taken from the annual report of the officer in charge of the Record and Pension Division of the War Department for the year ending June 30, 1890:

"'Quick messenger service is then all-important to carry this mail to and from all parts of the office until final action is had in each case. For this purpose a regular 5-minute mail service has been established, and deserves a full description as it has proved a remarkable success, silently and promptly moving papers and packages in all directions every five minutes in the day, with automatic precision, accuracy, and dispatch, and without the necessity of calling or ringing for messengers, giving them any directions, or addressing communications or packages with pen or pencil, and without any addition to the messenger force employed in the office under the former system.

* * * * * * *

"'By means of clearly marked boxes and plainly addressed mail cards (or jackets) the messengers collect and deliver mail without halting in their steps. An actual count on an ordinary business day showed that they carried 9,020 mail cards (each conveying one or more cases).

"'In order to obtain the full benefit of this means of speedy communication every clerk is required to be diligent in his work and is not permitted to have more than one case under consideration at a time, and as soon as he has finished his part of the work on this case, or finds that he needs information from the records in another branch of the division, he immediately dispatches it to the proper desk or room. For this purpose he is provided with suitably addressed mail cards (or jackets) placed in a convenient box, each set of cards being clearly indicated by projecting tags so that he can pick out the desired card as readily as a typewriter can touch a particular key. He then draws his next case out of the receiving box on his desk or in his room.

"'One of the important advantages of this system of mail boxes is that all cases not actually undergoing action in any room or section of the office stand in full view in the receiving boxes. * * * The fact that each clerk has only one case in hand at a time instead of from 10 to 50 as under the old system, and the ease and rapidity with which he can send for information from the records filed in the remotest portions of the office, enable him to give his work more careful consideration and to exhaust more thoroughly the records bearing on a case than was possible under the former practice, wherein the ever-vexatious question to be answered in almost every complicated case was, Shall this case be subjected to a further delay of weeks or months in order to have a doubtful point cleared up? Under the present method of work he knows that every inquiry he addresses to any branch of the office whatever will be taken up within a few minutes after it leaves his hands and as promptly returned to him, and he feels a pleasure in causing every available source of information to be exhausted before allowing his work to finally leave his desk.'

"To show the extent of the system it may be said that there are 125 mail boxes (stations); each station can communicate with any one of the other 124 by this system, making 125 by 124 communication combinations, making 15,500 combinations (regardless of time of day), no two of which combinations are alike; and as there are 84 five-minute periods in the day, there are on any one day 84 by 15,500 possible combinations, making 1,302,000 possible communication combinations, no two of which are alike, and each consisting of three factors, viz, (1) calling at and taking a case from one stated desk (2) to another stated desk (3) at a stated five-minute period of the day. Every combi-

nation that the business of the office requires of these many combinations is served automatically throughout each day by this system.

"A messenger is likely to collect and deliver on an average over 100 separately addressed mail pieces in one round trip, and in some instances over 200, collecting and delivering as he goes along, having sometimes at any one instant as many as 30 mail pieces in his delivery box. The fact that the mail pieces are only about 8 inches long and 3½ inches wide and that folded papers have a rigidity that large sheets do not have enables him to arrange them in such order in his carrying box, as fast as he collects them, that he can always have in conspicuous view in the front of his box the address of that piece of mail which is next to be delivered.

"The mail boxes and the addressed jacket boxes now on the desks of the clerks occupy all the available space of those desks.

"The moving of unfolded papers of a large size has been excluded from the system, except from only 5 out of the 125 desks; and for these desks large mail jackets are provided. When a route messenger collects one of these he places it under his box, and has to charge his mind with the point where it is to be delivered, because he can not see the address on it while carrying it.

"It is estimated that over 10,000 movements of separate mail pieces are being made in this office in one day; some of these movements may be a distance of only 10 feet, while others move from one end of the building on one floor to another end of the building on another floor. Most cases require many movements before they are ready for final disposition."

B. *The special or room messenger service.*—In addition to the regular five-minute messenger service, there is a corps of special messengers consisting of 31 employees, one or more of whom are stationed in nearly every division of The Adjutant General's Office. The main duty of these messengers is to carry correspondence cases from their respective divisions to The Adjutant General in charge for approval or signature or to carry special cases to other divisions for necessary data. In addition to strictly messenger service, these messengers are required to clean up the rooms, mop the floors, and straighten out the desks in their divisions. They are also charged with the cleaning of cuspidors, emptying of waste baskets, and filling of ink wells and other miscellaneous matters in connection with the desk equipment of the department. The following is a list of messengers, showing the rooms and divisions to which the messengers are assigned:

Recruiting Division	1
Orders Division	2
Enlisted Men's Division	1
Distribution Division	3
Rolls Division	3
Mail and Record Division	7
Appointment, Commission, and Personnel Divisions	1
Miscellaneous Division	1
Correspondence and Examining Division	2
Medical Division	1
Regimental Records Division	1
Archives Division	1
Publication branch, 1712 G Street	2
Seventeenth Street branch	3
Administrative Division	2
Tenth Street branch	9
	40

A mail wagon is used in hauling the "deserter" mail from branch printing office (1725 F Street NW.) to Tenth Street branch and from Tenth Street branch to city post office. This wagon is also used in transferring supplies and records.

II. *Requisitions for office supplies and stationery.*—The several divisions of the office make out requisitions for supplies and stationery each month, which are consolidated in the Administration Division and sent to the Supply Division of the War Department to be filled. A separate requisition is required for stationery. Each form contains a column for the item number of each article desired, this number being entered by the division chiefs from the schedule supplied by the War Department.

Requisitions for printing and binding are made out on forms supplied by the Government Printing Office. Each requisition must be approved by the chief clerk of the War Department and then sent to the Government Printing Office or to the War Department branch printing office.

Property records are kept on cards, showing the number or quantity in each division and the additions and deductions during the year. Annual reports of the several divisions showing the property on hand June 30 are combined to show the quantity on hand in the office, and this forms the basis of a report to the War Department for the fiscal year.

In addition to showing the quantity on hand at the end of the year, the amounts received and disposed of during the year and the amount on hand at the beginning of the year are shown.

III–A. *Inquiries of a general, historical, and statistical nature.*—Because of the frequency of these inquiries, some of them caused by curiosity only, but most of them being of general interest or importance sometimes involving extended searches or compilations to answer the inquiries, the work of answering them has been confined to this division to enable The Adjutant General to supervise it personally. The methods pursued in drafting a reply are the same as those used in the other divisions of the office. A search of the record cards is always made to learn if the information requested has been compiled. If many requests come in for the same information a printed circular is made and sent to the inquirer as a reply.

III–B. *System of personal identification of enlisted men of the Army.*—Identification records are received at the mail desk in the Mail and Record Division of the office without letter of transmittal and directly from the posts at which the records are made. The records are sent from the mail desk directly to the identity section of the Tenth Street branch, where they are examined and classified, and a search made of the finger-print records of former soldiers whose services have been terminated in a manner that if known to the enlisting officer would, or be likely to, prevent their reenlistment. If the recruit is identified as one of these former soldiers, a slip is made out showing the identity, and sent, together with the identification records for all the services of the man, to the Administrative Division. When received in the Administrative Division the identification records are examined for the purpose of being certain that the reported identity is established by the records and that the classification marks on all records agree or are reconcilable. If the case is one in which there is any question as to the advisability of directing the confinement of the identified man, the question is submitted to an adjutant general for decision. The slip showing identity is sent from the Administrative Division to the Rolls Division, where a record of prior service is entered on it and sent directly to the Enlisted Men's Division. A telegram directing confinement—or, if other

action may be required, an indorsement or letter—is prepared in that division and taken to one of the adjutants general for signature. The case is then recorded. On receipt of information that the man is in confinement, the case is sent to the Administrative Division, that the identfication records may be put with it and directions given to prepare the photographic copies of the identification records that are to be used in the trial of the identified man, and then sent to the identity section. After the photographic copies are received from the identity section, they are examined to see that they are satisfactory and the case sent to the Enlisted Men's Division, where the final indorsement upon which the charges are to be based and with which the copies of the identification records are inclosed is prepared.

If, when identification records are examined in the identity section, it is found that any of them are unsatisfactory, a draft of a letter is prepared setting forth wherein the record is unsatisfactory, and together with the record is sent to the Administrative Division. If it is deemed advisable in the latter division to return the identification record, the draft is reviewed, the record card, showing prior correspondence relative to defective records with the post from which the record to be returned was received, is taken up for action, the draft is attached to that record card, and the case then sent to the Correspondence and Examining Division to have a letter prepared for signature.

Questions relative to supplies for identification work at the various posts that need action in The Adjutant General's Office are decided in the Administrative Division.

III–C. *Copying of official records of organizations to complete the collection of records in the custody of States.*—(A. G. O. comment: Representatives of the States of Louisiana, South Carolina, and Virginia have recently made photostat copies of several thousand muster rolls of organizations from those States. This work is done under the supervision of the Administrative Division and all copies are examined in that division before any of them are allowed to be sent out of the office.)

IV. *The recordng of precedents.*—In each case where the action taken therein either establishes a precedent or applies a principle, of which the clerk handling the case is in doubt if a notation on the precedent file has been made, a card is attached which sends the case to the precedent file clerk. He reviews this correspondence and examines the precedent cards filed under the specific subject or subjects. If an adequate precedent has been established prior to the writing of this correspondence the correspondence is filed without a precedent card being made. In case it establishes a precedent, a draft, partly longhand, is made of the principle involved. This draft is then given to a typist, who places the matter on a card.

In all cases where the Secretary of War, Chief of Staff, and The Adjutant General make decisions, the precedent file clerk gets the papers, and precedent cards are made.

New precedent cards go to the chief clerk with suggestion of class mark, if a relevant class is named in the file, or of class name and class mark (if new), for approval, and are then returned to the precedent file clerk, and copies made for the files of, or the administrative file precedent card is circulated to, the divisions whose work will be affected by the precedent established. About 1,000 cards per year are made.

The file is composed of about 400 main subjects (or main classes); each main subject (viewed as a whole or a genus) is primarily divided into subordinate subjects (viewed as parts or species), and these primary divisions are likewise

subdivided, and so on throughout as need therefor arises. The main subjects are numbered serially, the primary divisions of the main subject are lettered serially, and the further subdivisions are serially numbered and serially lettered alternately, e. g., 165 B 1 C 3. The aim or scope of the precedent file is that it shall be a file containing a guide for any and every contemplated action whatever regarding the propriety of which there may be reasonable doubt in the mind of any person in the office who is to recommend or to take any official action, be the matter one of inserting or omitting a comma in a certain important class of sentences or a question whether a thought or proposition or judgment, contained in a proposed composition or communication of the office is warranted by principle, law, regulation, order, or decision of superior authority. Consequently the scope of the precedent file includes useful information gathered from many sources, such as treatises on grammar, rhetoric, logic, ethics, economics, and hermeneutics (these being sciences and arts applicable practically to every subject), newspaper articles, and matters of a historical nature pertaining to the business of the office.

About 350 items of such miscellaneous information are filed annually. An alphabetical and numerical index or key is kept of subjects and subdivisions of subjects.

V. *Supervising the preparation and issue of Army deserters' descriptive circulars, etc.*—When a desertion occurs from the enlisted ranks of the Army, the first information in regard to it is usually received by telegraph from the commanding officer of the post where the man was serving. When this telegram is received it is transmitted, special, to the Administrative Division. The telegram, together with an order for engraving a half tone and the accompanying record card are transmitted to the Tenth Street branch with a request that the photograph of the enlisted man which was made at the time of his enlistment be sent to the engraver and that data for a deserter's descriptive circular be prepared. When the data slip is received in the Administrative Division, it is reviewed, given a serial number, and sent to the branch printing office for proof. After proof is received it is read and returned to the printer, with instructions to print. A local engraver has the contract for the preparation of the halftone cuts used, and delivers them to the Administrative Division, where they are examined and sent to the printer, and the descriptive circulars are printed.

VI. *Preparing the report of The Adjutant General.*—One of the clerks in the Administrative Division has charge of the consolidation of this report, with the exception of that which is drawn up and written by The Adjutant General personally. The tables of statistics on which this report is based are prepared by the various divisions of the office.

VII. *Personal and telephonic communications from outside persons.*—Whenever the information requested can not be given readily, but is available by referring to another division, a messenger is sent there or the telephone used. It often happens that many inquiries come in for the same information, and in such cases the subject matter of what the reply would be verbally has been printed, and the inquirer is handed one of these printed slips which will be the full reply to his inquiry.

VIII. *Final review of correspondence of the office.*—All the correspondence of The Adjutant General's Office comes over the desks of two of the employees of the Administrative Division. Letters and telegrams are gone over for the purpose of having the division advised of the transactions so that that division would be in position to reply to inquiries offhand. Some of the correspondence

requiring the approval of the chief clerk prior to signature comes over the desk of the assistant chief clerk, who reviews and passes on the same. The time of sending telegrams is recorded on the record card.

IX. *The prompt performance of the correspondence work of the office.*—The chief clerk of the office inspects the tally cards on the tally desk in the Mail and Record Division every day to see whether any case on hand in any division of the office seems to have received avoidable delay, and whenever need for or utility of inquiry into the cause of delay is observed by him he institutes oral or written investigation with a view to discover the cause or probable cause, and if avoidable delay is developed to institute measures tending to prevent recurrence.

III. Organization.

List showing names of persons employed in the Administrative Division of The Adjutant General's Office, the nature of their duties, and their salaries.

Name.	Nature of work upon which engaged.	Salary.
Jacob Frech	Chief clerk	$2,000
John C. Hesse	Assistant to chief clerk	2,000
Alonzo W. Shunk	Correspondence regarding identification and desertion business, payment of rewards, statistical and historical inquiries; compilation of annual report of The Adjutant General.	2,000
J. Claude Keiper	In charge of that portion of office nonclerical force on duty in State, War, and Navy Building and nearby branches; supervision of property, printing, and supplies; changes in personnel of office force; and matters connected with the copying of records of organizations to complete State collections.	1,800
Charles Shelse	Office pay roll	1,800
Gus W. Walden	Precedent file work and general correspondence	1,800
Samuel B. Evans	General correspondence	1,800
Thomas A. O'Brien	Correspondence regarding identification business, desertions, and investigations of circumstances attending escapes of military prisoners; reviewing data slips for desertion circulars and other work connected with the printing of those circulars. Compilation of data for desertion chapter for annual report; correspondence regarding statistical and historical inquiries (in absence of Mr. Shunk).	1,600
Sidney H. Kent	Business pertaining to time records of employees, applications for leaves of absence, and file of personal papers of employees, and assists in work of pay rolls.	1,600
Jesse H. Powell	Answering personal and telephonic inquiries from outside parties, and miscellaneous work.	1,600
Fred M. Ashbaugh	Stenographer and typewriter; correspondence regarding identification business; requisitions for and distribution of supplies; and substitute for other clerks of division during their absence.	1,400

The following is a list of subclerical employees of The Adjutant General's Office, located in the State, War, and Navy Building, the Seventeenth Street

branch, the publication branch, and the blank room, Lemon Building, with nature of work upon which each is engaged and the salary of each:

Name.	Nature of work upon which engaged.	Salary.
Otto Ulrickson	Making and repairing office furniture	$1,000
Reuben T. Caton	do	840
Harry P. Davis	Typewriter repairs and operating addressograph	840
Lloyd Badon	5-minute mail-route messenger	720
Wm. A. Baltimore	do	720
Kenneth Camp	do	720
Frank Coalman	do	720
Burton G. Cox	do	720
Richard Craig	do	720
Wm. E. Hall, jr	do	720
John T. Marshall	do	720
James D. Miller	do	720
James H. Smith	do	840
Detlef F. Von Bottger	do	720
Thos. R. J. Cavanaugh	do	360
James E. Barnwell	Cleaning rooms, moving office furniture, and substitute 5-minute mail-route messenger.	720
John A. Dunmore	do	720
Berry S. Inghram	do	720
Burroughs J. Jackson	do	720
Lorenzo R. F. Mims	do	720
Lewis W. Oldham	do	720
Charles W. White	do	720
Benjamin J. Askew	Cleaning rooms, moving office furniture, and general messenger duty.	720
Butler Berry	do	720
George W. Cole	do	720
William Compton	do	720
James Connell	do	720
Frank W. Dixon	do	720
Sanford T. Farmer	do	720
Septimus T. Graham	do	720
James R. Harris	do	720
Joseph C. Higgs	do	840
Benjamin Jacobs	do	720
Henry C. James	do	720
Charles E. Jones	do	720
Thomas G. Jones	do	720
Fred Kemp	do	720
Daniel Killigan	do	720
John E. Lemos	do	720
Solomon H. Lomex	do	720
Warren McBeth	do	720
Jacob Madert	do	840
Andrew Mills	do	720
William Miner	do	720
Henry H. Naylor	do	840
Alexander Oglesby	do	720
William H. Pike	do	720
Isaiah R. Reed	do	720
William P. Robinson	do	720
John T. Simmons	do	720
Ransom Smart	do	720

Name.	Nature of work upon which engaged.	Salary.
Robert E. Syphax	Cleaning rooms, moving office furniture, and general messenger duty.	$720
Henry A. Taylor	do	840
Hal. Timmons	do	720
Benjamin F. Turner	do	720
Harry W. Ussery	do	720
Hezekiah Weeks	do	720
Dennis W. Whitehead	do	720
James E. Williams	do	720
Joseph W. Williamson	do	720
Ira F. T. Wright	do	840
John S. Younger	do	720
John Connelly	General messenger duty	840
Robert Manning	Carrying mail to and from department post office and opening mail.	720
Thomas E. Jones	Watchman, Seventeenth Street building	720
Robert B. Brown	Cleaning rooms, moving office furniture, and general laborer duty.	660
Jesse Chinn	do	660
John T. Gray	do	660
Howard H. Hennings	Cleaning rooms, moving office furniture, general laborer duty, and driver of office wagon.	660
John F. Jackson	Cleaning rooms, moving office furniture, and general laborer duty.	660
Elias Johnson	do	660
Andrew Laster	do	660
Clement L. Marshall	do	660
William A. Parker	do	660
James R. Pendleton	do	660
Charles G. Prentiss	do	660
Freeborn Sudler	do	660
Lloyd F. Ward	Driver of office mail wagon	660

B. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EQUIPMENT OF THE PUBLICATION BRANCH OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This branch occupies the building known as 1712 G Street NW., consisting of nine rooms.

The number of employees on each floor is as follows: Clerks on first floor, 10; clerks on second floor, 5; clerks on third floor, 1.

II. Functions and Work.

The work of this branch consists of the following main classes:

(1) This branch, which was originally the War Records Office of the War Department until February 24, 1899, when it was merged into the Record and Pension Office of the War Department, compiled and prepared for publication and published the Official Records of the Union and Confederate Armies. This publication consists of four series and contains 128 separate parts, exclusive of the atlas which accompanies it. This publication has been completed, and the work of the division, so far as the publication referred to is concerned, consists of furnishing information of a statistical and historical nature from the publication and atlas to the other divisions of the office. The information thus furnished is usually entered on the record cards of current cases in which the information is requested.

(2) The matter contained in the publication is also used in verifying the text of inscriptions proposed to be placed on monuments, tablets, or other memorials to commands or individuals in the various national military parks. Under the regulations adopted by the War Department such inscriptions must be purely historical; must be based upon and conform to the official records, and must be submitted to the Secretary of War for his approval before being adopted and placed within the parks. Upon the submission of such proposed inscriptions they are referred to this division and if found to agree with the official reports an indorsement is prepared returning them to the Secretary of War with the recommendation that the proposed inscription be approved. If found to disagree, such corrections therein as are necessary are made and the corrected inscription returned with the recommendation that it be approved as corrected.

(3) The division is also engaged in preparing, with a view to publication, a compilation showing the geographical and tactical organization, engagements, and casualtes of the Union and Confederate Armies. This compilation, upon which considerable progress has been made, will contain a sketch of the organization and operation of armies and army corps, and the component parts thereof, and the organization of military departments so far as shown by the records in the possession of the War Department. It will also include lists of troops comprising the several brigades, divisions, and corps, with their commanders and their staffs, and the period of service therein, together with tables showing, wherever practicable, the numerical strength and the losses by regiments in the principal engagements and battles.

(4) The division is also preparing for publication a subject index of the General Orders and Circulars of the Department from 1860 to 1911, inclusive. One volume, consisting of 650 pages, and covering the period from 1881 to 1911, has just been completed and is now in process of distribution. Another volume, covering the period from 1860 to 1880, is in course of preparation.

(5) In addition to the duties heretofore enumerated the division is called upon to read and revise the proof of the Army Regulations, to prepare indexes for the same, to read and revise the proof of the annual report of the Secretary of War so far as it pertains to the existing military divisions and departments, and to prepare an index of the volume containing the particular part of the report described. More or less frequently, too, the division is called upon to read the proof and revise other departmental publications, such as the Annual Report of the Superintendent of the United States Military Academy, the Annual Report of The Adjutant General of the Army, and mustering or other regulations that are printed by the department from time to time.

III. Methods.

(1) FURNISHING STATISTICAL AND HISTORICAL DATA.

When questions of a statistical or a historical nature are received from other divisions of the office the general index of the Official Records of the Union and Confederate Armies is examined for the purpose of ascertaining what particular volumes of the publication contain information upon the question referred to. The volumes having been determined, the indexes of those particular volumes are examined for reference to the pages containing information desired. If the information is brief, it is furnished on the record card, or, if it is extensive, reference is made to the particular volume, part, and page. In connection with questions of this kind received from historians and statisticians it is frequently necessary to consult some of the Government publications and State and private publications on file in the branch and make proper reference to them when found to bear on the subject in question.

(2) VERIFYING TEXT OF INSCRIPTIONS FOR MONUMENTS.

In verifying the text of inscriptions it is necessary to examine the indexes of the volumes of the Official Records of the Union and Confederate Armies that cover the particular period involved in the text, for such references to the command or individual concerned as may be necessary to corroborate or contradict the proposed inscription. Sometimes, in case the published official records do not satisfactorily determine the question at issue, it becomes necessary to search the original records bearing upon the point involved.

(3) PREPARATION OF COMPILATION SHOWING THE GEOGRAPHICAL AND TACTICAL ORGANIZATION, ENGAGEMENTS, AND CASUALTIES OF UNION AND CONFEDERATE ARMIES.

The compilation referred to in paragraph 3 consists, first, of a historical sketch, showing the organization, orders under which organized, movements, principal engagements, and discontinuance of the particular command; second the command, commanders, staff officers, and troops; third, consolidated lists of troops; fourth, numerical strength; fifth, table of principal engagements and numerical losses; sixth, flags and badges. The information for this purpose is elicited from whatever source it is thought to be obtainable—orders, general and special; battle reports, returns of the various commands, casualty lists, corps books, and medical and personal papers. In many cases it is necessary, in order to settle apparent conflict in the records, to refer to the personal papers in the document files of the particular officers concerned. In short, no record in the office that may be thought to be of use in furnishing information for this compilation is left unsearched in its preparation. After all pertinent information is obtained from any one record it is entered on a card and the cards are assembled in the hands of one clerk, who drafts the compilation, after which it is revised, typed, and filed for future use.

(4) PREPARATION OF SUBJECT INDEX OF GENERAL ORDERS AND CIRCULARS, 1860–1911.

Each general order and circular published within the period specified is carefully read and each subject referred to therein is entered separately on a card, with a brief statement of the particular reference to the subject contained in the order or circular. After all the orders and circulars are so carded, the cards are thrown in dictionary order. All cards relating to any particular subject thus being placed together, each subject is then copied on a sheet or sheets of paper, and such proper subsubjects prepared as the matter contained in the order may warrant. The subsubjects are also arranged alphabetically, and the number and year of the order to which reference is made are shown. It will be apparent that special care must be exercised in studying and understanding the purport and meaning of each order and circular in order to extract from it, briefly and properly, its effect upon any particular subject included in the index. After each subject is completed it is revised and typed as copy for the printer.

(5) PROOF READING AND INDEXING SUNDRY PUBLICATIONS.

With respect to the miscellaneous proof reading done in this division it is thought to be unnecessary to say any more than that it requires the same care and attention that are exacted of all proof readers in the preparation of publications such as those referred to. The indexes are prepared in much the same way as the index to general orders and circulars.

IV. Personnel.

The names, salaries, and duties of the employees of this branch are as follows:

Ronald McDonald, $1,800, in charge of branch: (1) Makes search of records for purpose of answering historical and statistical questions and verifying memorial inscriptions. In the actual work of looking up references assistance is rendered by some of the other clerks, but the reports are prepared by either Mr. McDonald or Mr. Woodward. (2) Mr. McDonald also has supervision of all the other work of the branch, and none of it is permitted to leave the branch until it has been subjected to his personal examination.

Elon A. Woodward, $1,800: (1) Makes searches of the records for the purpose of answering historical and statistical questions. (2) Prepares the historical sketch to be included in the compilation referred to in function 3 and arranges the other carded matter in systematic manner ready for typewriting. (3) Cards orders and circulars referred to in function 4; arranges cards in dictionary order; prepares dafts of subjects for typing and entry into index.

Joseph S. McCoy, $1,800: (1) Reviews the various parts comprised in the Compilation Showing the Geographical and Tactical Organizations, Engagements, and Casualties of the Union and Confederate Armies with a view to detecting errors. (2) Cards orders and circulars; arranges cards in dictionary order.

Marcus J. Wright, $1,800: Cards information from records for use in compilation referred to in function 3.

Charles F. Keefer, $1,600: Prepares the historical sketch included in the compilation referred to in function 3 and arranges the other matter in systematic manner ready for typewriting.

George W. Cox, $1,400: (1) Assistant to clerk in charge of the publication branch, having general supervision of the office in the event of the absence of the clerk in charge; assists in searching the records for data to be used in the official correspondence of the office. (2) Prepares copy, revising and reading proof. (3) Cards orders and circulars; arranges cards in dictionary order; prepares drafts of subjects for typing and for insertion into index. (4) Searches returns and other official records for purpose of compiling tables of the numerical strength of military organizations, which tables are used in the Compilation Showing the Geographical and Tactical Organization, Engagements, and Casualties of the Union and Confederate Armies.

Robert A. Kantz, $1,400: (1) Cards information from records for purpose of entry in compilation referred to in function 3. (2) Cards orders and circulars; arranges cards in dictionary order.

William R. Lee, $1,400: (1) Proof reading and holding proof copy. (2) Searches returns and other official records for data concerning general and staff officers to be used in the compilation covered in function 3; renders special assistance to the chief of the division in final action on the compilation. (3) Cards orders and circulars; arranges cards in dictionary order; prepares drafts of subjects for typing and for entry into index.

John N. Bovee, $1,400: (1) Cards information from records for use in compilation referred to in function 3. (2) Cards orders and circulars; arranges cards in dictionary order.

Watson B. Mundelle, $1,200: (1) Sometimes aids Mr. McDonald and Mr. Woodward in searching the published records. (2) Typewrites historical compilation referred to in function 3; also typewrites the copies of indexes for printers. (3) Cards orders and circulars referred to in function 4; arranges cards in dictionary order; prepares drafts of subjects for typing and entry into index.

Roy Zapf, $1,200: (1) Typewrites official correspondence, compilation mentioned in function 3, indexes, and other typewriting as called upon. (2) Keeps time and property records; makes requisitions for supplies used in office; exercises partial supervision over the cleaning of the building occupied by branch. (3) Cards orders and circulars; arranges cards in dictionary order; prepares drafts of subjects for typing and for entry in index. (4) Searches records for data used in compilation covered in function 3; records and files compilations as finished; aids in searching records for data to be used in correspondence of the office.

Emma Leckie (Mrs.), $1,200: (1) Cards orders and circulars; arranges cards in dictionary order. (2) Does such typewriting in connection with the work of the division as called upon to do.

Carolina L. Harrold (Miss), $1,200: (1) Cards information from records for use in compilation referred to in function 3. (2) Cards orders and circulars; arranges cards in dictionary order; prepares drafts of subjects for typing and entry into index. (3) Does such typewriting in connection with the work of the division as called upon to do.

Julia P. Humphrey (Miss), $1,200: (1) Cards information from records for use in compilation referred to in function 3. (2) Cards orders and circulars; arranges cards in dictionary order; prepares drafts of subjects for typing and entry into index.

Mary F. Guss (Miss), $1,200: (1) Cards information from records for use in compilation referred to in function 3. (2) Cards orders and circulars; arranges cards in dictionary order. (3) Does such typewriting in connection with the work of the division as called upon to do.

Frances O. Smalley (Miss), $1,200: (1) Aids in comparing the cards prepared from the records for use in the compilation referred to in function 3, and in verifying numerical tables. (2) Carding personal subjects from general orders and circulars and arranging cards in dictionary order.

Subclerical employees.—Butler Berry, assistant messenger; Isaiah R. Reed, assistant messenger.

The assistant messengers care for the building, keep it clean, attend the fires, and carry mail to and from the main building. There are 10 deliveries of mail each way per day.

V. EQUIPMENT.

LIBRARY.

Besides the Official Records of the Union and Confederate Armies, the division has in its library approximately 200 publications, national, State, or private, relating to the Civil War period, that are frequently consulted and referred to in the consideration of historical questions. Use is also freely made of similar publications in the War Department library.

TELEPHONE.

The division is supplied with a telephone for inside service.

TYPEWRITING MACHINES.

The division has four typewriting machines. All are Remingtons, three No. 6 and one No. 7.

HEATING EQUIPMENT.

The building is heated by a hot-air furnace, supplemented by one latrobe and two open grates for use in coldest weather.

C. DESCRIPTION OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EXPENSES OF THE DISTRIBUTION DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division and the files in its custody occupy four rooms in the basement of the State, War, and Navy Building. These rooms are numbers 48, 49, 50, and 050. The number of employees in each room is as follows: Room 48, 2 clerks; room 49, 1 clerk; room 50, 3 clerks.

One clerk is employed in the "blank" room, Lemon Building, in receiving and dispatching blank forms and books used by the Army, the militia, and educational institutions.

II. Functions and Work.

(1) CUSTODY OF FILES.

Much of the floor space of this division is occupied by the files of orders issued from The Adjutant General's Office. These files date back to 1813, and form the principal source of information relative to the official orders issued from The Adjutant General's Office during all years up to the present. Reference is made to these orders whenever changes of previously existing orders are made or former orders are rescinded or amended.

(2) PREPARING REQUISITIONS TO HAVE FORMS, CIRCULARS, ORDERS, AND REGULATIONS PRINTED.

These forms originate with the administrative officers and are forwarded from this office to the printer, accompanying the requisition for printing, with number of copies signified as deemed necessary for general distribution. Whenever this supply runs low this office makes requisition for a renewal to meet the demand. All forms and circulars used throughout the office in answer to correspondence are kept here for distribution. These are distributed to the respective divisions upon request therefor, memoranda being kept of their disposition. All new orders are distributed from this office as soon as received from the printer. Following is an annual report for July, 1911–12:

Blank forms	2,569,615
General orders	1,135,900
Special orders (grouped)	184,422
Enlistment circulars	8,000
Changes in Army Regulations, manuals, etc	110,174

Record of cost.—The chief of this division, Mr. Kerr, keeps record of the cost of printing and binding by the Public Printer of all forms, circulars, etc., for the information of The Adjutant General. By this means an account can be kept of the expense of printing current orders, etc., for the year, also the amount available for future orders, etc.

(3) DISTRIBUTION OF GENERAL ORDERS, FULL COPIES OF SPECIAL ORDERS, BULLETINS, AMENDMENTS TO ARMY REGULATIONS, AND OTHER REGULATIONS AND MANUALS OF THE WAR DEPARTMENT, BOOKS, PAMPHLETS, AND BLANK FORMS USED BY THE OFFICE, THE ARMY, AND CERTAIN EDUCATIONAL INSTITUTIONS.

Orders.—A distinction has recently been given the term "orders" as formerly used which it will be well to note. Orders are distinctly orders or com-

mands issued by one in authority, in contradistinction to "bulletins," which merely convey necessary information useful to the service. Orders are divided into general orders and special orders. At the end of each calendar year a combined alphabetical index (a personal index followed by a subject index) is printed and bound in paper cover, and is distributed as are general orders. A limited number of sets of general orders issued during the year are bound with the index. Special orders are mailed by the Orders Division direct to those affected by them. Surplus copies are kept.

Pamphlets.—The Army List and Directory is printed and distributed at the rate of 2,000 per month. Annual reports of The Adjutant General and that of the board of commissioners of the United States Soldiers' Home are also distributed through this division. In no sense is any private mailing list maintained. All such mailing is done upon request. When matter is of such importance that the office needs to be assured that it has been received, it is registered. By doing this a receipt is returned, which assures the office of its delivery.

Forms.—Office forms, such as those submitted as exhibits in the reports of each division using same, are distributed from this division. Each form bears a distinguishing number by which requisition is made on memoranda card, which is kept by the office making requisition thereon.

III. Organization and Salary Roll.

This division has seven employees, of the following salary grades:

1 clerk of class 4 (in charge of division)	$1,800
2 clerks of class 3, with salaries aggregating	3,200
1 clerk of class 2	1,400
3 clerks of class 1, with salaries aggregating	3,600
Total salary expense	10,000

The following is a list of persons employed in the division, and shows the nature of the work upon which each is engaged and the salary.

Name.	Nature of work upon which engaged.	Salary.
R. W. Kerr	Chief of division	$1,800
John G. Johnson	Assistant chief of division (keeps accounts of sales, record of issue of certain blanks, etc.).	1,600
Thomas R. Senior	Indexing, recording, and filing requisitions and bills relating to printing and binding, distributing Army List and Directory, Station List, etc.	1,600
Edward Emmett	Counting and dispatching blank forms and books mailed to the Army, militia, and certain educational institutions.	1,400
Susan S. Logan	Typewriting and correspondence clerk	1,200
Georgia K. Gordon	Counting and dispatching general orders and other publications	1,200
Albert T. Gore	do	1,200

D. DESCRIPTION OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EXPENSES OF THE ORDERS DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division occupies three rooms in the basement of the State, War, and Navy Building, and one storage room on the fifth floor of the same building. These rooms are Nos. 40, 42, 45, and 506. The number of employees in each room is as follows: Room 40, 4 clerks; room 42, 2 clerks; room 45, 2 clerks; room 506, none.

II. Functions and Work.

PREPARATION OF ORDERS.

The functions of the Orders Division consist in verifying and preparing for printing and distribution all drafts for (*a*) special orders, (*b*) general orders, (*c*) bulletins, (*d*) changes in Army Regulations and manuals.

These drafts are prepared in other divisions of The Adjutant General's Office.

FILES.

Drafts for special orders after being printed are filed serially by years in document files, together with the proofs, i. e., all orders received in a day are given the same number and are fastened together and placed in a document file. This file is labeled according to the particular number of the special order of that day. The number used the day following would be the next number. These drafts of special orders are kept in the files for two years and then destroyed. Printed extracts from special orders are filed in numerical order.

Full copies of general orders, general court-martial orders, special orders, bulletins, and circulars are bound annually and are filed in a cabinet. There are 222 volumes of these orders, dating from 1797, arranged serially by years.

Printed general orders, special orders, circulars, etc., issued by military divisions and departments are bound and filed in the same manner as those issued from The Adjutant General's Office. Loose copies of all printed and written orders, extracts of special orders, circulars, etc. (the number of each kind filed is determined by the clerk in charge), are filed serially by sources. From time to time this file is trimmed and only a few copies of each are retained, the rest being destroyed.

Copies of written orders and circulars issued by some of the more important posts are filed flat by post in numerical order.

One copy of galley proof, together with the "record of preparation" slips of general orders, bulletins, and circulars is filed in document files in numerical order by classes.

III. Methods of Conducting Work.

The methods employed in this division will be described in two sections: (*a*) Those employed in the administration of the division, and (*b*) those employed in the preparation of drafts of special orders, general orders, bulletins, etc., for printing; and in filing of the original drafts, copies of printed extracts and full copies of special orders, general orders, bulletins, circulars, and changes issued from The Adjutant General's Office and of those issued by military divisions, departments, and other commands.

(*a*) ADMINISTRATION.

Each employee in this division prepares a daily time and work report showing the time employed and the quantity of work performed on each class of work. These individual reports are sent to the clerk in charge of the division, who prepares a consolidated daily report which is sent to the office of the chief clerk.

(*b*) PERFORMING CURRENT WORK.

Drafts of all special orders are prepared in other divisions of The Adjutant General's Office and certain items in them are there compared with the original papers. In cases of commissioned officers the name and rank of the officer affected are compared with the Army Register in the Appointment, Commis-

sion, and Personnel Division, from which division the draft of the order is received by the clerk in charge of the Orders Division.

The time of its receipt is stamped upon the draft and accompanying papers and then it is numbered. The Army Register in this division is referred to in order to prevent the possibility of an error in the name and rank. The draft is then sent to a branch of the Government Printing Office located at 1725 F Street, by messenger, to be printed. These messengers (two in number) make regular trips, alternating, to and from this branch printing office every half hour. This draft is then printed in the form of an extract and the proof returned for approval. The approved proof is again sent to the printer by messenger.

The required number of extracts ranging from 5 to 2,000—a general average of about 15 of each extract—is then printed and sent to this office, together with the draft.

The names of persons to whom these extracts are to be sent are entered thereon and they are then inclosed in envelopes (22,000 per annum) which are addressed by the clerks. All surplus copies of these extracts are filed in a box file bearing the numbers of the special orders for that day.

When a sufficient number of these extracts have been printed to complete a full page of the regulation size special order they are set up in paragraph form, the paragraphs being numbered from 1 up. Thirty-five copies of these full-page prints are sent to the bulletin board in the State, War, and Navy Building for use of the newspaper reporters.

At the close of the business for the day these extracts are printed in pamphlet form, and after being indexed are distributed by the Orders Division. The envelopes used in sending out these full copies are 6 by 8¾ inches in size and are printed at the Tenth Street branch printing office.

Drafts of general orders, bulletins, circulars, and changes are prepared in other divisions of The Adjutant General's Office and sent to this division, where the time of receipt is stamped thereon. The draft is then numbered and examined, then sent to the branch of the Government Printing Office, 1725 F Street, for proofs.

When proof has been approved by The Adjutant General and the Chief of Staff it is returned to the printer by the Orders Division and an edition of 11,000 copies of general orders, or bulletins, or various editions of changes is printed and is sent directly to the Distribution Division for mailing. The Orders Division retains one copy of the approved proof and receives from the Distribution Division a sufficient number of printed copies to supply the requests for copies and for permanent files.

All orders and circulars, printed, or manuscript copies received from the various military commands are distributed to such divisions of the office as are interested in the purport of the orders, one official copy being sent to the Returns and the Army Rolls Divisions, which, after notation, is returned to the Orders Division and becomes the office record copy. Surplus copies are filed for future use. Copies of orders are supplied upon request and the letter of request filed in the Orders Division. About 1,200 of these requests are received annually.

IV. Organization and Salary Roll.

This division has eight employees of the following salary grades:

1 clerk of class 4	$1,800
1 clerk of class 3	1,600
5 clerks of class 1, with salaries aggregating	6,000
1 clerk at $1,000	1,000

The following is a list of persons employed in the division and shows the nature of the work upon which each is engaged and the salary.[1]

Name.	Nature of work upon which engaged.	Salary.
J. Wm. Palmer	Examining drafts of general orders, bulletins, changes, etc., for printing and publication and in charge of the work of the division.	$1,800
Thos. McKernan	Preparing drafts of special orders for printing, and supervising their distribution.	1,600
Benj. C. Gallup	Indexing orders, bulletins, etc., filing official copies of orders and circulars received from military commands, and preparing them for binding.	1,200
C. Viola Fellows	Addressing envelopes and mailing extracts of special orders to all concerned; recording the distribution made of orders by typewriting on the record file.	1,200
J. N. Steed	Reading proof of orders, bulletins, changes, etc.; designating the distribution to be made of special orders and assisting in mailing the same; filing copies of special orders with papers on which orders are based.	1,200
H. L. Austin	Assisting in indexing orders, etc., filing surplus orders, circulars, etc., received from all sources; preparing files for binding and filling requests for copies of orders.	1,200
Thos. J. Sheridan	Assisting in examining general orders, bulletins, changes, etc., for printing; distributing orders, circulars, etc., received from military commands, and reading proofs of orders, etc.	1,200
Ira E. Biggs	Assisting in designating the distribution for special orders and mailing the same.	1,000

[1] Two messengers, at $720 each per annum, are assigned to this division from the subclerical force under the supervision of Mr. Keiper.

EQUIPMENT.

Office desks and chairs, files, and two typewriting machines.

E. OPENING AND DISTRIBUTING MAIL IN THE MAIL AND RECORD DIVISION OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

I. Introduction.

The purpose of this descriptive statement is to give a detailed account of the various processes through which the incoming mail for The Adjutant General's Office passes from the time of its receipt in the mail room of the War Department up to the point where it is delivered to the briefing and recording clerks for the preparation by them of the record and index cards to accompany the correspondence while under consideration in the office.

II. Location.

The clerks and messengers charged with the duty of opening and distributing the incoming mail are located in room No. 156, on the first floor of the State, War, and Navy Building, facing on Pennsylvania Avenue. This room is one of the group occupied by the clerks of the briefing, recording, and indexing section, and is situated between that group of rooms and the room used by the chief of the Mail and Record Division.

Because of the close relationship existing between the work performed by these two classes of clerks, as will be pointed out in another section of this statement, it might be said that the clerks who open and distribute the mail are a part of the personnel of the briefing, recording, and indexing section. At any rate, under the present methods of procedure, the mail clerks are properly located with the briefing and recording clerks.

III. Opening and Distributing of Mail.

In order to best serve the purpose of this statement, it is deemed advisable to treat separately the two operations of opening and distributing the mail for The Adjutant General's Office. Under such separate treatment it will be possible to show more clearly the extent of each process and to present the various stages of the two lines of work in their proper relation to each other.

OPENING THE MAIL.

The post-office mail for The Adjutant General's Office is delivered at the mail room of the War Department by the department's mail wagon, and is due to arrive at regular stated periods, according to the following schedule:

Arrival of mail from the city post office: 7.45 a. m. daily (including Sunday), 10.30 a. m., 12.30 p. m., 2.30 p. m.

Arrival of mail in room 156 of the Mail and Record Division from the Army Medical Museum and the Tenth Street branch: 7.40 a. m., 8.45 a. m., 10.20 a. m., 11.30 a. m., 1.40 p. m., 3 p. m., 3.50 p. m.

A mail is received in room 156 from the Pension Office daily at about 11 a. m., and from the office of the Auditor for the War Department twice daily. Mail is also received in room 156 from the office of the Secretary of War and from bureaus of the War Department throughout the day.

All letter mail from the post office is delivered at the mail room of the War Department in locked pouches, the less important mail matter being delivered in the ordinary mail sacks. These pouches and sacks are carried from the mail room to room No. 156 by the mail messenger of the Mail and Record Division, who is regularly detailed for this duty. The pouches and sacks are then opened and emptied of their contents, and the mail messenger cuts the envelope or wrapper of each piece of mail matter, but does not extract any of the contents therefrom. At times when the mail is unusually heavy the mail messenger is assisted in cutting open the envelopes and wrappers by another messenger, who is regularly assigned to the duty of carrying official papers between the distributing clerks and the briefing and recording clerks.

The names, designations, and salaries of these two employees are as follows:

Name.	Designation.	Salary.
Robert Manning	Mail messenger	$720
John Connelly	Room messenger	840

The mail as now prepared—that is, with only the envelopes or wrappers cut—is then given to the three distributing or mail clerks. Two of these clerks are permanently engaged on the distributing work, the third clerk giving only a part of his time each day in order to assist the regular clerks and thereby expedite the dispatching of the mail to the briefing and recording clerks and to

such offices and bureaus of the War Department as the mail properly belongs. After this extra clerk has finished in the distribution and sorting of the mail, he is engaged on briefing and recording work for the remainder of the day.

DISTRIBUTING THE MAIL.

This operation consists in a distribution or a sorting of all mail received according to the nature of the contents and calls for an elaborate separation of the mail among the different divisions of The Adjutant General's Office and also among the various offices and bureaus of the War Department.

Before this sort or distribution can be made, the mail clerks must take the communications from the envelopes, unfold them, and all inclosures (if any), and give the papers a sufficient reading and examination to enable them to determine whether or not they fall within any one of the three following classes: (1) Whether it belongs to The Adjutant General's Office; (2) whether it is a recordable case; (3) whether it is an "original," "additional," or "received back" case.

Having ascertained that a communication belongs to The Adjutant General's Office and that it is recordable, the mail clerk must then take the following action according to whether the communication is to be treated as any one of the three classes enumerated above under No. 3. If the case is an "original," the mail clerk attaches to it, by means of a rubber band, a record and an index card, marks the time by hour and minutes on the record card, and then places the papers in a box, from which they are removed by the room messenger, who takes them to the briefing, recording, and indexing section.

If the mail clerk believes the case to be an "additional," he sends it direct to the index section by route messenger. In that section search is made to determine if the case should be recorded on a previously recorded communication.

If the mail clerk decides that the case is to be treated as a "received back," he sends it direct to a clerk in the briefing, recording, and indexing section, who prepares it as a "received back" case.

All telegrams for The Adjutant General's Office, which come direct to the Mail and Record Division from the departmental telegraph office, are receipted for by the mail clerks, who, after examining the nature of the contents, send them to the briefing and recording clerks by the room messenger.

All cablegrams are first deciphered by the cipher clerks, who are located in the briefing, recording, and indexing section, and a copy of the translation is made for record-keeping purposes. This copy is given to the mail clerk, who determines whether or not it is an "original" or an "additional" case. The cable being in cipher, it is kept in the files of the cipher clerk, and the record copy is used for the purpose of official action.

Should the communication be of special importance or demanding immediate attention, the mail clerk places a red card on top of the papers and immediately hands them to the room messenger. This messenger takes the papers to the chief of the briefing, recording, and indexing section, whose duty it is to see that the papers receive prompt attention.

The foregoing may be said to represent the necessary steps that are taken by the mail clerks in connection with the distribution or sorting of the ordinary mail which comes to their desks in the usual course of daily business. They are alert for communications which, although not explicitly purporting to relate to prior correspondence, through their personal knowledge are believed to have a bearing upon prior correspondence already recorded in The Adjutant General's

Office. By thus being able to recall through memory previous correspondence upon the same subject, the mail clerk is enabled at times to quickly decide whether the current communication should be sent to the index section to ascertain whether it is in fact an "additional."

In addition, it is one of the special functions of the mail clerks in extracting the contents of an envelope or wrapper for examining and reading their purport to see that all inclosures referred to in the communication are received. The clerk who briefs, records, and indexes the case notes in red ink on the communications the number of inclosures found. If the inclosure is of value, such as money, stamps, etc., the mail clerk securely fastens it to the communication and sends the case by special messenger to the chief of the briefing, recording, and indexing section, with a verbal statement calling his attention to the article of value inclosed.

As fast as the mail clerks determine upon the necessary disposition of each piece of mail that is not an original, an additional, or a received-back case, but that belongs in the office, they place the papers in a cardboard jacket appropriately marked with the number of the room of The Adjutant General's Office to which it is to go by route messenger for consideration and action.

The following is a list of rooms of The Adjutant General's Office for which the mail clerks are provided with mail jackets, but to some of which they only send communications other than incoming mail:

Room.
26. Document files.
42. Orders Division.
43. Enlisted Men's Division.
39. Recruiting Division.
50. Distributing Division.
51. Examiners' section, Mail and Record Division.
60. Rolls Division.
94. Confederate records.
147. Recording clerks.
153. Index section.
153b. To borrow record cards.
154. Chief of Mail and Record Division.
154b. Time clerk.
155. To return record cards.
157. Recording clerks.
158a. "Received-back" cases.
159. Recording pension cases.
159g. To borrow R. & P. cards.
160. Recording clerks.
254b. Identification records.

Room.
254e. Property clerk.
257. Chief clerk.
259. Returns Division.
346. Appointment, Commission and Personnel Division.
348. Miscellaneous Division.
352. Document files, Volunteer service.
353. Document files, enlisted branch, Volunteer service.
355. Military Academy Division.
360. Correspondence and Examining Division.
363. Medical Division.
450. Regimental records.
495. Archives.
G Street branch of The Adjutant General's Office.
Tenth Street branch of The Adjutant General's Office.
Seventeenth Street branch of The Adjutant General's Office.

It is estimated that of the total number of pieces of incoming mail received in the Mail and Record Division of The Adjutant General's Office, about one-fourth of it, properly addressed to The Adjutant General's Office, under Army Regulations, pertains to the business of other offices or bureaus of the War Department. This fact is only brought out when the mail clerks are examining and reading the contents of each piece of mail matter. When a mail clerk finds a communication which belongs to some other bureau he stamps upon it the "received" stamp of The Adjutant General's Office, places it in the appropriately labeled jacket, and it then goes to its proper destination by route mes-

senger. If the proper disposition of a piece of mail not belonging to The Adjutant General's Office can not be readily determined, it is laid aside until the remainder of the mail is examined and distributed.

With respect to the distribution or sorting of the mail belonging to other offices and bureaus in the War Department, the mail clerks of The Adjutant General's Office make the following classification:

Room.
126 Chief of Engineers.
135 Chief of Ordnance.
145 Inspector General.
219 Chief of Staff.
229 Chief of Coast Artillery.
234 Assistant and chief clerk, War Department.
238 Assistant Secretary.
248 Insular Bureau.

Room.
249 Judge Advocate General.
292 Division of Requisitions and Accounts.
317 Quartermaster General.
332 Surgeon General.
422 Commissary General.
432 Paymaster General.
442 Chief Signal Officer.

The name, designations, and salaries of the clerks who examine and distribute the mail are as follows:

Name.	Designation.	Salary.
C. C. Miller	Principal mail clerk	$1,600
George G. Else	Mail clerk	1,200
George W. Ellis	Mail clerk (part time)	1,200

In cases where a bulky article accompanies a communication and is treated as an inclosure, such as large packages of documents or boxes of clothing, arms, or ammunition, a card 3¼ by 8½ inches in dimensions is prepared and accompanies the communication while it is under action in the office. At the top of this card the following printed heading appears:

"A BULKY ARTICLE described on the record card of the case named below is kept in M. and R. Div. awaiting directions for disposition.

"Let this memorandum remain with the record card until the article has been disposed of."

Below this heading columns are provided for entering the following particulars: Case number, kind of article, date, initials of dispatch clerk.

The package or box is opened and each separate inclosure is labeled with the number of the case to which it belongs, and the inclosures are held in the office of the Chief of the Mail and Record Division until the case is finally disposed of. The box or container is also marked in pencil or ink with the serial number of the case. When the case is disposed of and the inclosures are ready to be forwarded this card is separated from the case and is held on the desk of the Chief of the Mail and Record Division and may be used repeatedly for the same purpose.

E. STATEMENT OF THE LOCATION, WORK, AND METHODS, AND THE ORGANIZATION OF THE BRIEFING, RECORDING, AND INDEXING SECTION OF THE MAIL AND RECORD DIVISION OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

At the outset considerable emphasis should be laid upon the vast mass of communications received in this section for briefing, recording, and indexing, the official count for the fiscal year ending June 30, 1911, averaging over 1,200 communications per day, or about 385,000 annually. In addition to this num-

ber, there are approximately 403,000 communications which do not ordinarily fall within the class that requires briefing, recording, and indexing. The following is a statement, by classes, of the number of written and printed communications received annually which pertain to the Mail and Record Division:

1. Current Army reports and returns	288,000
2. Orders issued by Army commanders	115,000
3. Communications requesting statements of military service of individuals	140,000
4. Communications from the staff departments and the Army at large	145,000
5. Communications from miscellaneous sources	100,000

Of these five classes, therefore, the last three are those which require the large amount of attention, and consequent large expense involved in handling and preparing them as described in this statement.

I. Location.

This section occupies a group of rooms numbered 157, 158, 159 (part), and 160, which are situated on the first floor of the State, War, and Navy Building. Those rooms adjoin and are communicating with the room used by the Chief of the Mail and Record Division.

II. Work and Methods.

In order to bring out more clearly the functions or activities devolving upon the briefing, recording, and indexing section and the methods or operations followed in the performance of the work this section of this report is divided into two separate divisions, as follows: (1) Work, and (2) methods.

WORK.

(1) The work with which this section is charged may be classified under three main heads, as follows: (*a*) Briefing, (*b*) preparing record and index cards, and (*c*) numbering communications and record and index cards.

(*a*) *Briefing.*—All communications of an important nature or which require the action of the Secretary of War or other high officials of the War Department are briefed on the back of the first fold of the communication. The purpose to be served by this operation is, it is stated, to facilitate the handling of the communication by the official to whom it is sent for consideration and action. It is estimated that about 15 per cent of all communications require this briefing.

(A. G. O. comment: The briefing of received communications was virtually discontinued Sept. 1, 1912.)

(*b*) *Preparing record and index cards.*—The recording and indexing of incoming commmunications by the preparation on the record card of a synopsis of the subject matter for use in the consideration of action by the proper division of the office and the preparation of the index and reference cards. Such communications as muster rolls, reports of Engineer and Ordnance officers, and the like, are not recorded and indexed.

(*c*) *Numbering communications and record and index cards.*—This consists of the simple operation of stamping a serial number on each communication (and each inclosure, if any) and on the record and index cards which accompany the communication.

METHODS.

Preliminary to the actual work of briefing, recording, and indexing the large number of communications received, a distribution is made of them according to whether it is an "original case," an "additional case," or a "received-back case." This segregation is first made because the process to be followed after the segregation varies with respect to whether a case falls within any one of the three classes mentioned.

After reading or examining the contents of a communication to determine the nature of the brief and record to be made, the clerk prepares the necessary cards that are to accompany the communication. To accomplish this, in "original" cases four separate and distinct steps are taken in consecutive order, and to assist in the descriptions of these four operations reference is made to several exhibits which are attached to this statement.

The four steps or operations are as follows:

First. A brief of the contents is prepared on a blank form or slip, 3¼ by 8 inches in dimensions, giving the following items of information: (1) Subject, (2) source from which received, (3) date of the communication, (4) the purport of the communication, (5) number of inclosures, and (6) bookmark. At the bottom of the slip a blank square is provided for stamping the date of the reply or final disposition. This slip then becomes the record card of the communication to which it refers and accompanies the case during the time it is under consideration; and the action subsequently taken is noted on the reverse side of the slip on lines printed thereon.

With respect to communications requesting statements of military service of individuals, it is estimated by Mr. Carmick that eight recording clerks spend on an average an hour and a half daily preparing the record and index cards to accompany such cases.

Second. A brief is prepared by the recording clerk on a blank form or slip, 3¼ by 8 inches in dimensions, giving following items of information: (1) Subject, (2) source from which received, and (3) purport of communication. The number or numbers of the prior record cards pertaining to the same subject are written on the slip by the index clerk. A blank square at the bottom of the slip is provided for stamping the date of reply or final disposition. This slip becomes the general index card, but before being filed in the card file section in the general index it is used as a tally card for this particular case while it is out and under consideration. In "received back cases" and "additional cases" a different style of tally card is used.

Third. A brief is prepared on a blank form or slip, 3¼ by 8 inches in dimensions, giving the following items of information: (1) Cross-reference title, and (2) subject. The purpose of this briefing is to give such facts as will assist in locating the communication under a secondary title. This is, therefore, a cross-reference card and is sent to and retained by the card files section in the index file. In all communications which pertain to more than one material subject, or which contain one or more inclosures relating to different material subjects, it is necessary to prepare a separate cross-reference card for each material subject embraced in the communication or inclosure that has not already been adequately indexed.

Fourth. The fourth and last step is the preparation of a temporary duplicate general index card, 3¼ by 8¼ inches in dimensions, which is deposited in the index file while the case is under action. This card is provided with four blank spaces, two on each side, in order that the card, which is for temporary use only, may be used four times for different cases. Each of these spaces

provides for the following items of information: (1) Subject title and (2) the serial number of the communication to which it relates. Upon the final disposition of the case the record card is handed to the tally clerk who checks it against the original general index card, and the original index card and the record card then go to the files. The duplicate general index card is then withdrawn from the index file to be used again or destroyed.

All of the foregoing recording and indexing operations are performed by the same clerk, by typewriter process, although a small number of the communications is recorded and indexed by clerks using the longhand method. While these four steps are taken by the same clerk at the same time, in consecutive order, each one is taken separately; that is, each slip is written as an original copy, no carbon process being used.

NUMBERING.

Upon the completion of the filling out of the different slips or cards in "original" cases they pass to the numbering clerks who stamp the same serial number on the back of the first fold of the communication and in the blank squares on the record and index cards accompanying it.

In its present form the communication or case, as it is now designated, is completed in so far as its briefing, recording, and indexing are concerned, and it goes to the index section for a search of prior correspondence. "Additional" or "received back" cases are sent directly from the recording section to the division having consideration of the case, except in a small number of cases where it is decided that a prior record card should accompany the case, in which event the "additional" or "received back" case is sent to the index section for such cards.

IV. ORGANIZATION.

For the performance of the work required of it, the organization of the briefing, recording, and indexing section constitutes 44 persons, including a clerk in charge of the section.

The following is a list of the employees, showing the name, work on which employed, and salary of each:

Clerks.	Work on which employed	Salary.
Wm. Haller	Clerk in charge of section	$1,800
F. C. Burrhus	Assistant	1,600
A. H. Fiegenbaum	Assistant (periodically) and briefing, recording, and indexing	1,600
Edward Taylor	Assistant	1,200
J. W. Chowning	Briefing, recording, and indexing	1,000
Miss M. E. Cline	do	1,200
E. P. Corvaizier	do	1,200
Miss M. A. Cowen	do	1,200
Miss Eleanor Cree	do	1,200
W. W. Davis	do	1,600
O. J. Fisher	do	1,200
M. Garcia de Quevedo	do	1,200
G. G. Garman	do	1,000
B. H. Harrison	do	1,400
Mrs. B. K. Harrison	do	1,000
Miss E. W. Hite	do	1,200
P. L. Kelley	do	1,200

Clerks.	Work on which employed.	Salary.
W. H. B. Leitch	Briefing, recording, and indexing	$1,000
J. C. Lyons	do	1,200
Mandel Marcus	do	1,200
W. J. Millard	do	1,200
J. L. Mills	do	1,200
Miss Kate O'Farell	do	1,200
Miss A. P. Pillow	do	1,200
Miss M. S. Potter	do	1,200
A. C. Rorebeck	Briefing, recording, indexing, and withdrawing record cards from file.	1,400
Mrs. M. W. Stephens	Briefing, recording, and indexing	1,000
C. S. Thomas	do	1,200
Victor Trego	do	1,200
C. E. Truax	do	1,000
J. L. Robertson	Stamping cases with numbering machine	1,400
Henry Schultz	do	1,200
Theodore Horn	Writing charge slips for record cards for received back cases	1,600
E. S. Harvey	Preparing cases made additional on same subject for recording and received back cases for recording, also distributing cases to other divisions.	1,400
W. D. Hobbs	Preparing cases made additional on the same subject for recording and received back cases for recording.	1,200
J. W. Lee	do	1,600
J. G. Naylor, jr	do	1,400
C. E. Stevens	do	1,200
W. G. Spottswood	Overseeing the record of received back cases and distributing same to other division.	1,800
John Johnston	Recording received back cases and assisting cipher clerk	1,400
Miss M. E. Krichlet	Recording received back cases	1,200
B. F. Smith	do	1,200
R. J. Stanberry	do	1,200
L. C. Zapf	do	1,200

September 11, 1912.

DESCRIPTION OF THE WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE CARD RECORD FILES SECTION OF THE MAIL AND RECORD DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This section and the files in its custody occupy five rooms and part of a sixth on the first floor, and part of one room in the basement of the State, War, and Navy Building. These rooms are Nos. 51, 147, 149, 151, 153, 155, and 159. The number of employees in each room is as follows: No. 51, 0; No. 147, 11; Nos. 149 and 151, 17; Nos. 153 and 155, 8; No. 159, 0; total, 36.

II. Functions and Work.

The work of this division consists of—

A. The custody of record and index card files.

B. The searching of index files for record of any prior record cards.

C. The filing and consolidation of index cards.

D. The connecting of current and prior record cards for purpose of referring such cards to one another or their being filed together.

E. The reviewing of record cards upon receipt or return for files for purpose of noting whether in order for files.

F. Withdrawing and filing record cards.

G. The keeping of a "suspended file" for purpose of abstracting certain record cards on certain stated days for desired action.

The searching of index files for the obtaining of any previous record cards.

The received communication, with its corresponding record card, general index card, duplicate general index card, and any cross-reference cards thereon comes from the recording and indexing section to one of the index clerks in the card-record file section, who thereupon reads over such received communication for purpose of ascertaining what he is to search for, and then looks up index files. If he finds no record of previous record cards on this matter, he then makes such notation on current record card, files duplicate general index-card and any cross-reference cards in their proper arrangement in index boxes, then sends general index card to tally desk, also sending received communication with its corresponding record card to proper correspondence division for action.

If, upon searching index files, the clerk looking up a case finds record of prior record card pertaining to such case, he notes on general index card the office number of such prior record card, sends general index card to tally desk, files duplicate index card and any cross-reference index cards in their proper arrangement in index files, makes out a charge card for prior record card, and straps this charge card on outside of current record card and received communication, and turns these over to record card clerk in this section, who withdraws such prior record card from file and places charge card in its place in record card file, then attaches prior record card to received communication and current record card, which he sends to connecting clerk in this section.

In some cases the received communication is sent to the index clerk from the mail clerk direct without any blank record card or index card, this being in instances where the purport of the received communication would lead the mail clerk to the presumption that a previous record card existed on this subject. The index clerk upon receipt of this received communication looks up index files and upon obtaining prior record card sends received communication with such prior record card to the recording and indexing section, after having made out a charge card for same which is filed in the proper arrangement of abstracted record card. In the event of the recording and indexing section further indexing this communication such index cards are sent direct to index clerk for filing.

FILING INDEX CARDS.

Index cards are filed under alphabetical designation of names or subjects in card file boxes, each containing approximately 1,500 cards, the size of the boxes being 11½ inches in depth, 9¼ inches in height, and 4 inches in width, which are arranged on file cases along the sides and cross sections of rooms 149, 151, and 153. Cards filed therein consist of general index cards, and cross-reference cards where a subject be indexed in more than one way. Upon receipt of general index cards from tally clerk such cards are filed in proper alphabetical arrangement and duplicate general index cards representing same are thereupon extracted from files. The files are alphabetically arranged and general index cards and cross-reference cards are filed therein under the same general alphabetical arrangement. Under the letter of the alphabet, subjects or names are filed according to the alphabetical arrangement of second, third, or further letter of some subject or name, as the case may be—i. e., in dictionary order.

CONSOLIDATION OF INDEX CARDS.

The consolidation of index cards made by the consolidating clerks in this section is the making of one general index card in place of a large number of general index cards or cross-reference cards on the same subject, the purpose of such consolidation being the saving of space in files.

Upon a consolidated index card, in addition to file number and subject, a brief purport of each index card is typewritten and such cards are sent to storeroom, where they are kept in the same alphabetical order as indexes, the consolidated card being filed in its proper arrangement in index files in place of the withdrawn index cards.

CONNECTING RECORD CARDS.

The connecting clerk examines the received communication in case and decides whether current record card should be connected or filed with prior record card that came to him with such case. This action of connecting or filing is as follows:

If upon his examination it is found that the received communication relates closely to previous correspondence as shown by prior record card, the current record card is noted to be filed with the prior record card of case by writing in red ink near top of such card the number of the prior record card, at the same time making out "file with" card, on which he writes the numbers of the current case and the prior case, this card being filed in the place of the current record card for the purpose of showing that such current record card is filed under the number of the prior record card and a similar card is made out for the use of the document file section and sent to them. At the same time he writes on the current document the words "file with" followed by the number of the prior communication. From the connecting clerks record cards with accompanying communications are sent to divisions for action.

REVIEWING RECORD CARDS UPON RETURN FOR FILING.

Record cards after action has been taken come from the tally desk to the review clerks in this section, who review same to see whether proper action has been taken thereon; and if so, are sent by them to record-card filing clerks for filing.

FILING RECORD CARDS.

Record cards are filed in serial numerical order in card-file boxes containing approximately 600 cards, these boxes being of the same character as index-card file boxes referred to herein. There prior record cards are returned and filed, the charge card previously made out and filed in its place is extracted, and after having been used four times is destroyed. Where there are two or more record cards on the same subject that have been filed together under the same serial number a jacket is made and such record cards inserted and a notation of file number, subject, and consolidated numbers is written thereon, the jacket being then filed under such file number.

SUSPENDED FILE.

When papers of any case are sent out of the office with the expectation that they will be returned, or where a reply to important inquiries, requests, or other communications is expected within a certain time, a suspended-file card, showing thereon the file number and any other numbers of the papers, their sub-

ject matter, and the date on which their return may be expected or reply received, comes to the reviewing clerks in this section duly filled out as above, attached to the record card to which relative, and this suspended-file card is sent by them to the suspended-file clerk, who makes charge cards for the suspended file, which are filed in boxes under dates designated for attention, and at such times he extracts suspended-file charge cards, withdraws correspondence-record card from record and card file, and sends such record cards to proper division for action, placing the suspended-file charge cards in files as a charge for such record cards withdrawn, in their numerical place, in record-card file.

III. Organization and Salary Roll.

This section has 36 employees of the following salary grades:

1 clerk of class 4 at	$1,800
2 clerks of class 3, salaries aggregating	3,200
6 clerks of class 2 aggregating	8,400
19 clerks of class 1 aggregating	22,800
8 clerks at $1,000	8,000
Total salary expense	44,200

The following is a list of employees engaged in this section, and shows the nature of the work upon which each is engaged and their salaries. The assignments shown below, however, are frequently changed on account of the exigencies of the work.

Name.	Nature of work upon which engaged.	Salary.
C. E. Gannon	Clerk in charge of section	$1,800
H. G. McLean	Searching index	1,400
W. A. Reuss	do	1,400
F. Forsas	do	1,200
J. M. Herrero	do	1,200
M. R. Howland	do	1,200
A. L. Husted	do	1,200
R. I. Jamer	do	1,200
Oliver Kinsel	do	1,200
P. D. May	do	1,200
W. J. R. Thonssen	Connecting current cases with prior correspondence	1,400
W. F. Prentiss	do	1,200
James Calderwood	Filing index cards	1,200
F. E. Rodrigues	do	1,200
R. L. Daily	Consolidating index cards [1]	1,200
Walter Keeton	do	1,200
C. E. Kelly	do	1,200
M. G. Kennedy	do	1,200
M. La Rocque	do	1,200
L. H. Nimmo	do	1,200
H. Brewster	do	1,000
G. L. Collins	do	1,000
C. E. Crews	do	1,000
I. A. Holt	do	1,000
F. C. Peck	do	1,000

[1] The exigencies of the work require frequent changes in many of these assignments.

Name.	Nature of work upon which engaged.	Salary.
R. A. Crenshaw	Reviewing record cards	$1,600
G. T. Prewitt	do	1,600
Eugene Leger	do	1,400
D. M. Keeton	do	1,200
D. H. Yount	Withdrawing record cards from file	1,400
N. J. Malville	do	1,000
L. M. Wilson	do	1,000
W. H. Trathern	Filing record cards	1,200
H. P. Tillotsen	do	1,000
W. B. Douglas	Making file jackets for record cards and examining jackets of record cards returned to file.	1,400
W. M. Stancell	Suspended file	1,200

[1] The exigencies of the work require frequent changes in many of these assignments.

DESCRIPTION OF THE WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE EXAMINING SECTION OF THE MAIL AND RECORD DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This section of the Mail and Record Division occupies one room and part of another room in the State, War, and Navy Building. One is located in the basement and is numbered 51 where all of the clerks are employed, and the other room is in the attic and is numbered 552.

II. Functions and Work.

The functions and work of this section of the Mail and Record Division are: (*a*) To examine all statements of military service which are recorded in the record-card file of statements of military service ("green and yellow file") as distinguished from the correspondence (or "white") file. (*b*) To sign the name of The Adjutant General to the indorsed reply or form containing the statement of service. (*c*) To act as custodians of the file of record cards, with accompanying index cards, containing the record of requests for statements for military service (green and yellow card file). (*d*) To prepare index cards of the beneficiaries of officers and enlisted men, and to supply the name of the beneficiary designation, and to furnish information therefrom upon request.

EXAMINING STATEMENTS.

The requests for these statements are received principally from the Commissioner of Pensions and Auditor for the War Department, and to less extent from the Land Office, and private associations. The examining section reviews about 500 cases per day. Of this number from 50 to 60 cases are sent back for correction or modification to the division furnishing the information requested. It may be here stated that the number of requests received from the auditor's office will be reduced after January 1, 1913, as the result of an act of Congress requiring that Civil War claims must be presented prior to that date or they will not be accepted for consideration.

FILES OF RECORD AND INDEX CARDS.

The file of record cards was established on July 1, 1890. In room 51 there are 960 file boxes, of which 840 are used for index cards and 120 are used for

record cards, and in room 552 there are 880 file boxes of index and record cards. Index cards for cases handled during the current month and for certain old cases described in a subsequent paragraph are filed in room 51, and index cards for cases handled during the last two years are tied into bundles and stored in room 552.

The record cards are filed in numerical order. The cards for cases handled during the past two years are filed in the room occupied by the examiners, where they are readily accessible, but all older record cards are filed in the attic (room No. 552). The record cards of statements of military service furnished during one year fill on an average 35 file boxes. Nearly all requests for the withdrawal of record cards from the files are made by the Regimental Records Division in connection with those cases in which prior requests for statements of military service have been received. The fact of an earlier request in a case is indicated by an entry on the jacket of the military service records in the Regimental Records Division. In about 400,000 old cases, however, no references to the requests have been entered on the jackets in the Regimental Records Division, but the record cards for these cases are on file in the examining section. These cases pertain to definitely known military organizations, and whenever a case pertaining to one of these organizations is received which can not be adequately answered without knowing whether and what statement has been previously furnished to the Commissioner of Pensions or the auditor, a search is made of the index cards. Such search is rarely made. Reference is made to the record cards to ascertain the information contained therein.

The index card shows the name and organization of each person whose military history has been requested, and is filed under the person's name. A separate file is kept of the index cards for those old cases references to which have not been entered on the jackets of military-service records in the Regimental Records Division. With the exception of the index cards referred to in the preceding sentence, index cards are transferred to the attic, room 552, after the expiration of a month, and are destroyed at the end of two years. Practically the only purpose for which those temporary index cards are used is an advice to the tally clerk that a case is under consideration.

(A. G. O. comment: For descriptive statement of the tally system see accompanying memorandum entitled "Correspondence Tally System of The A. G. O.")

FILE OF BENEFICIARY RECORD CARDS.

The file of beneficiary cards comprises 141 file boxes, of which 41 boxes, or approximately 35,000 cards, are duplicates. Such duplication is caused mostly by preparing index record cards for beneficiary designation received from enlisted men.

There are 191,436 beneficiary cards in this file, of which over 105,000 are useless, as the men referred to on these cards are no longer in the service, owing to discharges, retirements, desertions, etc. Enlistments average about 3,500 per month and separations from service average about the same number.

III. METHODS.

TIME AND WORK REPORTS.

Each clerk makes a daily report of work performed. The clerk in charge of this section sends to the tally clerk in the Mail and Record Division a consolidated daily report, showing:

(*a*) The total number of cases reviewed.

(*b*) Number of cases on hand, last report.

(*c*) Number of cases received during day.
(*d*) Number of cases disposed of during day.
(*e*) Number of cases on hand at close of day.
(*f*) Number of clerks present for duty.
(*g*) Number of clerks absent.

The clerk in charge of the section also sends to the chief of the division a daily report of absentees.

EXAMINING STATEMENTS.

The statements of military history and military and medical history which have been prepared in the Regimental Records, Rolls, Medical, and Archives Divisions and in the Tenth Street branch are forwarded to the examining section of the Mail and Record Division for review. Requests for statements of military service received from the office of the Auditor for the War Department are made on especally prepared forms on which the replies are indorsed. The Adjutant General's Office uses a printed form for replying to requests from the Pension Office. In the Pension Office cases both the printed form used in making the request and that used in making the reply are sent to the Pension Office. Accompanying the form when received in the examining section are the record card of the current communication, together with the record cards of any earlier communications in the case, provided the cards for the earlier communications have been requested by the Regimental Records Division in connection with its search of the records. The examiner reviews the statement to determine whether it appears to be a correct, adequate, and proper reply to the request. Names, dates, and organization designations in the request and in the reply are carefully compared. If a duplicate request for a statement of service is received in The Adjutant General's Office it is answered by giving a reference to the date and, when possible, to the Pension Office claim number contained in the first request. It was stated that about six cases a day are received from the Pension Office and the Auditor for the War Department in which earlier calls have been made for information. One of the uses of the record card is to enable the office to give to the Pension Office and to the auditor's office references to these earlier requests and their answers.

The officials of The Adjutant General's Office claim that it is important to give references to former requests for military statements, because by so doing the pension and auditor's offices may be protected from the danger of allowing a claim which has already been allowed or paid. This view is also held by the Military Claims Division of the auditor's office, as was ascertained by consulting the officials of that division. These officials stated that references to earlier requests were of value to them and had unquestionably prevented the payment of a claim a second time. Under the practices followed by the auditor's office during the past five or six years there is little or no danger of allowing a claim which has already been paid, but under the earlier practices in that office there was danger of double payment of claims.

If any error or omission is discovered by the examiner, the statement is referred to the division which searched the records in order that the error may be corrected or the omission supplied. In referring a communication to another division for correction the examiner writes on the record card his query or criticism, the date, and his initials. The purpose in requiring each employee who takes action on a case to initial the record card is to produce a record which will enable the administrative officials to place responsibility. The purpose of entering on the record card the time when each division acts on a case is to show the place at which any delay occurred.

In the case of some calls from the auditor's office that are discovered to be duplicate, and in other classes of cases from any service involving some question which can not be satisfactorily settled from the records in The Adjutant General's Office, but easily from the records of the auditor's office, it is the practice for one of the examiners, Dr. Summy, to search the files and records in the auditor's office and to make such notes or to withdraw such papers as may be needed to dispose of the case. Permission has been granted The Adjutant General's Office to make such searches and for its representative to withdraw any papers from the files of the auditor's office, inserting therein a charge slip for the withdrawn papers. Upon the return of the papers to the auditor's files the charge slip is sent to The Adjutant General's Office as a receipt.

In order to ascertain the nature of the entries made on the record cards in referring statement-of-service cases from one division to another, an examination was made of the record cards in one file box. The calls upon the several divisions were tabulated so as to show the division upon which the call was made and the kind of information requested. The results of the tabulation are as follows:

Divisions to which statement-of-service cases are referred for action, together with requests or instructions entered on record cards.

Cards examined	1,250
Tenth Street branch	219
Please send (give, furnish, etc.) all cards	114
Please add (give, furnish, etc.) personal description	90
Please start case and return for completion	4
Special inquiries	11
To regimental records	27
(Most of the inquiries addressed to this division contain statement of fact from 15 to 30 words in length, to which was appended the query, "Does this relate to the man in question?")	24
Please make statement and return case to this division for completion	3
To Archives Division	15
(Statement of facts) please verify	2
Do you find trial (or record of trial)	5
Any record	1
For discharge order	1
Miscellaneous inquiries	6
To Sanitary Division of Surgeon General's Office	18
For medical record	18
To Medical Division	144
(Certain record cards as indicated passed to the Medical Division automatically.) They are as follows:	
Any physical defect at time of enlistment (stamp on fact)	101
(Inquiries) without stamp on face	33
(There are in the neighborhood of 10 inquiries made to the Medical Division by special inquiry.)	
To Mail and Record Division (these inquiries request the Mail and Record Division to "Please furnish all cards pertaining to this case")	5

To Seventh Street branch	16
Clothing	3
Clothing drawn in hospital	1
Verify records (or cards), etc	2
Miscellaneous inquiries	10
To Returns Division	5
Can you show date of final discharge and card (grade) at that date	3
Special inquiries	2

In addition to the foregoing, there were a number of inquiries addressed to the different rooms by number.

To 452–A	21
Any P. P.	18
Any Per. Pr. as to 4 or 1 Reg	1
Any E. P. for this man	2
To 463 (special inquiries)	1
To 455 (special inquiries)	2
To 477 (special inquiries)	1
To 553 (please verify)	2
To 411 (can you complete this case by making service continuous)	1
To 367	8
No medical papers	3
Medical papers furnished herewith (to be a statement of action rather than an inquiry)	5

In the neighborhood of 50 cases were returned "negative," indicating that no statement had been made.

The balance, viz., 715, or approximately 57 per cent of the cases examined, represent the cards for which statements were made within the Division of Regimental Records.

SIGNING STATEMENTS OF SERVICE.

When the examination of a statement of military service shows it to be satisfactory, an examiner designated for the work signs with pen and ink the name of The Adjutant General to the statement and forwards the same to the desk in the Mail and Record Division. The statement is then mailed. Its record card is turned over to the tally clerk, who has been holding the index card in the case as a record of the fact that the case is under consideration. The tally clerk then stamps the date of disposition of the case on the record and index cards and forwards them to the files in the examining section.

PREPARING BENEFICIARY CARDS AND SUPPLYING INFORMATION THEREFROM.

Beneficiary index-record cards are prepared in this section from beneficiary designations made on Form No. 380, A. G. O., and sent in from recruiting and other officers to The Adjutant General's Office. The Mail and Record Division sends to the Paymaster General the original designation. It shows the name of the officer or enlisted man, his rank, organization, etc., and giving the name of the beneficiary. After the card is prepared from this beneficiary designation both are numbered in this section, the card being filed alphabetically, and the original designation is, as already stated, sent to the office of the Paymaster General.

In cases of desertion, as soon as The Adjutant General's Office has been notified, a request is made on the examining section for the name, address, and relationship of the beneficiary. This request is made on a printed form (manila

card), and the name of the beneficiary is indorsed thereon. The card is then sent to the Rolls Division to be used in desertion circular. Approximately 15 cases of desertion are reported daily.

IV. Organization and Personnel.

The names, salaries, and duties of the employees in this section are as follows:

Name.	Nature of work upon which engaged.	Salary.
J. L. Falbey	Chief of section, also examiner	$1,600
B. W. Summy	Examines statement of service cases	1,600
Thos. Evers	do	1,400
A. Angell	do	1,400
W. W. Edwards	Signs the name of The Adjutant General to all cases examined	1,400

DESCRIPTION OF THE WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE DOCUMENT FILE ROOMS IN THE MAIL AND RECORD DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

The document files occupy 10 rooms in the basement and 3 rooms and part of a fourth on the third floor of the State, War, and Navy Building. These rooms are Nos. 22, 24, 25, 26, 28, 29, 30, 31, 32, 34, 349, 351, 353, and part of room No. 350–2. The number of employees in each room is as follows: No. 22, 0; 24, 1; 25, 0; 26, 3; 28, 1; 29, 0; 30, 1; 31, 0; 32, 1; 34, 0; 349, 0; 351, 0; 353, 0; 350–2, 2.

II. Functions and Work.

The work of the document file room employees consists of—

A. The examination of papers and documents received for or returned to files to see whether, in order for files, that certain proper action has been taken and that papers are complete.

B. The filing in document files of all completed documents and papers ready for filing.

C. The furnishing of filed documents and papers upon requisition from the various divisions.

D. The searching of books of record used prior to 1894 for data of record upon requisition for such information from various divisions.

All documents and papers are filed by serial number in standard document files and come to the document rooms in "jackets," from which they are taken out and examined. Documents and papers when received by the document room are already noted with a serial filing number ready for filing, so that the actual operation of filing is very simple, as files are arranged in serial numerical order, so that no time need be lost in going straight to proper file with document for filing or reference.

Each document or paper has an individual serial number, showing place in files, but in a number of cases in addition to this serial number a prior serial number is shown, where such document or paper should be filed. In such a case a "cross-reference" card is filed in the place of the current serial number, this cross-reference card showing the prior serial number where document or paper is filed. Where there is more than one document or paper filed in this way, and these documents are "additionals," a connecting alphabetical designation is noted on each, such as A, B, C, etc., showing connection in filing.

The examination of documents and papers, to see whether in order for filing and that papers returned for files are complete, is made either by Mr. Beck or Mr. O'Connor in the basement rooms and occupies approximately 50 per cent of their time. In the third-floor rooms that examination is made by either of the three clerks therein and occupies approximately 15 per cent of their time. The cases examined in this way amount to 153,310 annually, or daily average of 501, and the documents filed would be approximately the same, plus the filings of "cross reference" cards, which average approximately 238,010 annually, or a daily average of 776. The papers returned to various divisions because of the fact that they are not in order or complete for filing would not average over six a day. Documents sent out on requisition are sometimes found by examination on return to be incomplete, but such instances would not average one a day. In such event request is made for missing papers, and except in exceptional cases such papers are accounted for without delay.

All requisitions for filed documents are entered by serial filing number in a daybook, and if not returned at the end of seven days the record card is looked up, usually by Mr. Beck or Mr. Dermody, and if not accounted for as being sent out of The Adjutant General's Office or otherwise a tracer (a printed form) is then sent out, calling attention to this fact. For documents taken out of files a charge card is made, showing to whom documents have been given, and filed in serial number of such documents until their return.

FILES.

The files used for holding documents are document file boxes made to hold documents of about the size 3½ by 8 inches perpendicularly. The number of documents that can be placed in a file box is approximately 300, although this depends upon the folded size of documents.

The size of these file boxes is 4¼ inches in width, height 10¼ inches, and depth 12 inches. These boxes are arranged perpendicularly in wooden file cases, each box bearing the first and last serial number of documents contained therein, and these boxes are arranged in consecutive order according to such numbers.

In addition to these regular files, for documents too large to be contained by them, are supplemental boxes and cases, to which reference is given in regular files.

The employees engaged in this work are as follows:

Name.	Nature of work upon which engaged.	Salary.
Winfred Beck	In charge of basement rooms	$1,600
Jeremiah O'Connor	Examining	1,200
Wm. H. Roach	Connecting, filing, searching	1,200
Chas. L. Gurley	do	1,200
Gustav A. Kolbe	do	1,200
Martin O'Connor	do	1,200
Herman G. Kiel	do	1,200
Total		8,800
John J. Dermody	In charge of third-floor rooms	1,800
John Finn	Connecting, filing, searching	1,400
J. H. Hilton	do	1,200
Total		13,200

THE CORRESPONDENCE TALLY SYSTEM OF THE ADJUTANT GENERAL'S OFFICE.

The correspondence tally system automatically makes early discovery of (1) the overlooking (not seeing or forgetting), or (2) the mislaying, or (3) the losing, by any person, of a current recorded case, thus enabling one of the following classes of early inquiry to be made: (1) Whether action on a certain reported current case has been avoidably delayed, and if so, to ascertain the cause; (2) whether an unreported case has been merely overlooked or has been mislaid or has been lost, and to ascertain the cause. And it thus enables the office in each of these events to take early steps to counteract the discovered cause of evil, if such steps are feasible. It thus automatically tends to secure (1) certainty and (2) promptness of action.

By current recorded case is meant a case which bears a case number and in which some action required to be taken has not yet been taken, whether the case merely needs to be marked file, or whether a communication needs to be sent out of the office.

Every current case while under action in the office is represented on the tally desk by an index card or tally card on which appears the office case number, date of receipt, and source and subject of the communication. These cards are arranged by classes in numerical order and are retained on the tally desk until the cases represented by them have been acted on.

When a case becomes more than one day old the rules of the office require the division having the case under action to report the location and the case number to the tally desk at close of day—Form A. G. O. 258 is used; the tally clerk checks these reports with the tally cards, and if a case is not reported, by inadvertance or because mislaid, the tally clerk sends out a tracer for the case, one blank properly filled out with the case number, date, and description of the case. This tracer is passed to the clerks who would be likely to handle such a case and finally returned with the result of search.

When a case is completed it passes to the dispatch desk with its record card; the record card is there withdrawn from it, and passed to the tally clerk who stamps on the record card the current date, this is called stamping the case out and indicates that the case is no longer represented on the tally desk, and at the same time he withdraws the corresponding index card or tally card from the tally desk and stamps it out in the same manner as is done on the record card. The record card and index card are then sent to their corresponding files.

The index cards or tally cards remaining untallied at the close of a day show exactly what cases have not been completed, as each card remaining on the tally desk represents an uncompleted case. This furnishes at the close of each day practically instantaneous, positive, and definite information, including name, source, and nature of each case not disposed of at that time, and thus readily enables inquiry to be made into causes of delay, as each tally card shows its age; and should a case be mislaid the fact that the corresponding tally card is unchecked by reason of absence of report of its whereabouts enables immediate search to be made for it, so that the tally deck is a guard against the office being in ignorance of the fact that a case has been mislaid or lost.

Many calls are made by various clerks each day upon the tally desk for information regarding whereabouts of cases undergoing action.

By numerical arrangement of the tally cards the oldest cases (in original and telegram cases) are always on the top of the pile of tally cards, thus prominently and automatically calling attention to the length of time the cases they represent have been in the office. This is not true of the tally cards for revived (additional and received-back) cases. This pile of tally cards is there-

fore examined more closely by the tally clerk to discover the age of cases. When a revived case has become two days old, the tally clerk clasps a projecting metal clip on it, thus indicating that information as to its age. So that if it is desired to inspect at any time only the two or more day-old cases in the revived pile, only the metal-clipped tally cards need be examined.

At the close of business each day a report is made by the tally clerk to the chief of the office, which gives in concise form a statement of the total number of cases received as well as the total number of cases on hand and also gives the age of the cases on hand by days.

The chief clerk of the office inspects the older tally cards every morning to see whether any case seems to have incurred avoidable delay, and whenever need for, or utility of, inquiry into cause of delay is observed by him he institutes oral or written investigation with a view to discover the cause or probable cause, and, if avoidable delay is developed, to institute measures tending to prevent recurrence.

As already stated, the tally clerk institutes inquiry regarding location of unreported cases, and when avoidable causes of nonreporting are developed the matter is submitted to the chief clerk of the office by the Mail and Record Division, and if the clerk responsible for the nonreporting does not himself suggest a feasible preventive against recurrence, steps are taken to try to discover one.

F. STATEMENT OF THE LOCATION, WORK, METHODS, AND THE ORGANIZATION OF THE MISCELLANEOUS DIVISION OF THE ADJUTANT GENERAL'S OFFICE OF THE WAR DEPARTMENT.

This branch of The Adjutant General's Office consists of two separate sections, one section handling the efficiency reports and records of commissioned officers and the other section handling the balance of the work of the division. We will designate the work of the two sections by calling the section handling the efficiency reports and records as (*b*) and the other section as (*a*).

Location.

Section (*a*) occupies the largest part of room 348 on the third floor at the State, War, and Navy Building.

Section (*b*) occupies the smallest portion of room 350, adjoining room 348. The files used in connection with the work of section (*b*) are situated in a small alcove or small connecting room, connecting rooms 348 and 350 and also a small corner of room 348, the corner being nearest to room 350.

The number of employees in each section is as follows: Section (*a*) 14 clerks in room 348, 1 messenger in room 348; section (*b*) 9 clerks in room 350.

Functions and Work.

The functions of section (*a*) are as follows:

First. General correspondence of a miscellaneous nature. (This includes, for instance, such subjects as marking of equipments of troops, complaints against Army bands for furnishing music in competition with civilian bands, movement of troops, reports of inspections of troops, target practice, camps of instruction, privileges of civilians on military reservations, campaign badges, etc.)

Second. Preparation of certain orders, and of bulletins, and changes in regulations and service manuals.

Third. Examining and auditing returns of property purchased from contingent funds (headquarters of military divisions and departments) and the property returns of the Alaska Road Commission.

The methods of carrying on the work of general correspondence of a miscellaneous nature has already been described for all the divisions of The Adjutant General's Office under the title "Handling and filing correspondence of The Adjutant General's Office" and needs no further description here.

About 85 per cent of the cases coming into this division are disposed of without referring to any other divisions. The balance must be referred to other divisions.

The method of carrying on the work of "Preparation of certain orders, and of bulletins and changes in regulations and service manuals," is as follows:

GENERAL ORDERS.

Of orders drafted in this division every order except those absolutely new is referred to the Orders Division for information relative to whether any action has been taken previously. These orders so sent down amount to about 75 per cent of the whole. A file of "Precedent" is kept for the information of the clerk drafting these orders. This file is kept on cards, and about 150 of these cards constitute the file. When the draft of a general order is prepared a "preparation slip," with explanatory information, is made in longhand by the clerk preparing the draft, and the draft with the preparation slip is turned over to the assistant chief of division or to the chief of division for review. When the draft is considered satisfactory by the reviewer it is submitted to the officer in charge of the division for approval, after which it is sent down to the Orders Division for printed proof, and when proof is received in the Miscellaneous Division it is read and then sent to The Adjutant General for approval, except that in about 40 per cent of the cases it is first sent for O. K. or comment to the staff bureau of the War Department concerned. After being received back approved the proof is sent over to the Orders Division for printing.

A desk slip is started immediately when the draft is sent to the Orders Division for proof with statement to that effect on the slip, and the slip is continued, carrying all information of steps the proof has taken, and finally filed with the case when disposed of.

The preparation slip is carried along up to the time the order is sent to the Orders Division for proof. This preparation slip is not filed with the case, but is kept on file in the division for future references.

SPECIAL ORDERS.

Practically the same procedure takes place in drafting and final making of special orders as in general orders. These special orders convey directions of the nature published in general orders, but as they require limited circulation only, such directions are published in special orders.

BULLETINS.

The same procedure as in the case of general orders. These bulletins are of the following nature: 1, results of small arms firing; 2, results of national matches; 3, information circulated that does not contain orders or directions. Samples of a few of the bulletins are attached.

The small arms firing bulletin is made up from reports and from communications coming into the office, which are kept until the bulletin is drafted and then filed.

CHANGES.

The same procedure as in the case of general orders.

These changes constitute amendments or modifications of the Army Regulations, manuals of the staff departments, service manuals and regulations, Manual for the Medical Department, Drill Regulations for Infantry, Drill Regulations for Cavalry, and Manual of Guard Duty, Manual for Courts-Martial, etc.

The methods of carrying on the work of examining and auditing returns of property purchase from the contingent fund, etc., is incidental to the other work of one clerk, and very little of his time is consumed in caring for this work. There are about 15 reports coming into the office yearly, and the clerk, in checking, sees that the amount on hand at the end of the previous period agrees with the amount shown on new report and that compilations made on report are correct.

The functions of section (*b*) are as follows:

First. Compiling efficiency records of commissioned officers of the Army.

These records are the compilations of individual service and efficiency reports of officers, and of communications relating to the standing, ability, and special fitness of officers. In connection with the compiled efficiency records of officers, there is also kept in this division a record, in card form, showing the special qualifications of individual officers for various military details and duties. A file is also kept of the statements of preferences of officers of Cavalry, Field Artillery, and Infantry respecting details for which they are eligible.

The method of carrying on the work of keeping the efficiency reports and records is as follows:

Papers coming over the desk of the chief of division that affect the efficiency records of any of the commissioned officers of the Army are, after a superficial examination, placed in the mail box on the desk of the chief of division for transmission to room 350, where the efficiency section of the division has its quarters. These papers are picked up by the five-minute messenger service and delivered to that room and are placed on the desk of the chief of that section.

These papers when received are turned over to the various clerks in this section for action. Information affecting the efficiency records of officers of the Army comes from various services, such as the annual efficiency reports. Inspection reports, reports of examining and returning boards, report of the standing of officers at the various service and garrison schools, annual reports of the chief of staff, heads of the staff bureaus of the War Department, division and department commanders, commandants of the service schools and of the military prisons, the Superintendent of the United States Military Academy, and general Army correspondence, whether in the form of a letter, indorsement, or order, containing mention, of a favorable or unfavorable nature, bearing on an officer's efficiency or referring to matters effecting his official character. Under the provisions of General Orders, No. 38, War Department, 1909, all requests from whatever source, except those from official superiors forwarded through military channels, in behalf of officers, are noted in an officer's compiled efficiency record as a violation of the provisions of Army Regulations forbidding officers to procure present favor or consideration. These various sources of information affecting the efficiency record of an officer are gone over and a brief of the statements made in the original paper is made and typed on a card form, a copy of which is attached. This is called the efficiency record and is a record of all matter relating to the efficiency of an officer from time of coming into the service of the Army until either his retirement, discharge, or death. An alphabetical file is kept of these compiled efficiency records for about 5,000 officers.

Records are kept of officers having special qualifications for various military duties, such as duty in Quartermaster's Department, Subsistence Department, Pay Department, Ordnance Department, Signal Corps, Signal Corps (aeronautical work), Adjutant General's Department, Judge Advocate General's Office, Inspector General's Department, General Staff, college duty, recruiting duty, and Militia duty, also of officers possessing a knowledge of any foreign language, and of officers who have satisfactorily completed courses at Army Field Service and Correspondence Schools for Medical Officers. These cards are made out at the time that the efficiency report comes in, or at the time any of the correspondence comes in stating such facts, besides being placed on the efficiency record. These cards are arranged according to the special qualifications, then by arms of the service, then by grade of officers and are filed alphabetically with reference to each grade. Wherever an officer is changed in grade this card is changed in so far as title goes and filed in the changed grade. If an officer is reported as qualified to serve in different departments, such as the Quartermaster's Department, Pay Department, or Subsistence Department, cards are made for each department and a statement made on each card to the effect that this officer is particularly qualified to serve in this department by detail.

The date of the communication from which this notation is taken, together with the name of the person signing reports and any remarks made by the person signing, is also placed on these cards.

A preference card is also kept on file, arranged to arms of the service, then by grade, and filed alphabetically with reference to each grade, showing the preferences of the officers of the Army regarding details and is received annually from each officer.

The efficiency section of the Miscellaneous Division is called upon for the efficiency records of officers, also for lists of officers recommended for service in various staff departments and for lists of officers who have a knowledge of certain languages, and also for other information relative to the efficiency of any of the officers. Some of these calls come for the efficiency reports (those submitted yearly) and some for the efficiency records. The compiled efficiency records are kept on file principally for the use of the following named persons: The President, the Secretary of War, the Assistant Secretary of War, the chief of Staff, the Assistant to the Chief of Staff, The Adjutant General.

The total number of incoming communications is estimated to be about 57,700, distributed as follows:

Communications from the staff department and the Army at large	41,400
Communications from miscellaneous sources	4,600
Individual service and efficiency reports of officers of the Army	9,000
Statement of preference of officers respecting detail for which they are eligible	2,700

The total number of outgoing communications amount to about 34,000, distributed as follows:

Communications relating to administration of Army affairs	28,350
Communications relating to miscellaneous questions	3,150
Communications relating to the individual service and efficiency reports	2,000
Communications relating to statement of preference of officers for details	500

The number of general orders, special orders, bulletins, and changes drawn up from January 1, 1912, to date is as follows: General orders, 25, covering 66 distinct cases; special orders, 17, containing 20 paragraphs covering 19 distinct cases; bulletins, 12, covering 13 distinct cases; changes, Army Regulations, 11, covering 49 distinct cases; changes, manuals of bureaus of War Department and service manuals other than Army Regulations, 13, covering 17 distinct cases.

Organization and Salary Roll.

This division has 24 employees of the following salary grades:

1 chief of division	$2,000
1 clerk of class 4	1,800
2 clerks of class 3, with salaries aggregating	3,200
2 clerks of class 2, with salaries aggregating	2,800
13 clerks of class 1, with salaries aggregating	15,600
4 clerks at $1,000 with salaries aggregating	4,000
Messenger	720

The following is a list of persons employed in the division and shows the nature of the work upon which each is engaged and the salary:

Name.	Nature of work upon which engaged.	Salary.
Richard J. Donnelly	Chief of division	$2,000
Alvord A. Cederwald	Assistant chief of division	1,800
Robert J. Quinn	Principal correspondence clerk (correspondence of complicated nature).	1,600
Andrew J. Sheridan	In charge of efficiency record section	1,400
Frank Driscoll	Correspondence (reviewing correspondence drafted by others)	1,200
Michael A. Gruber	Drafting orders, reading proof, correspondence	1,600
Michael T. O'Leary	Reading proof, correspondence	1,400
John Murphy	Correspondence, also reviewing correspondence	1,200
Helen M. Chamberlain	Correspondence, typist particularly in re campaign badges	1,200
Daniel W. Chase	Stenography and typewriting	1,200
Harry A. Lochboehler	do	1,200
William M. Cobb	Compiling efficiency records, correspondence	1,200
Thomas F. Dyer	do	1,200
Annie S. Feast	do	1,000
Edward I. Crum	Stenography and typewriting	1,200
Charles C. Williams	Correspondence, routine correspondence	1,200
Nicholas W. Hill	Compiling efficiency records, correspondence	1,200
Raymond B. Coldren	Stenography and typewriting	1,200
Edward G. Murrell	Compiling efficiency records, correspondence	1,200
Homer F. Phillips	do	1,200
Charles L. Fox	Stenography and typewriting	1,000
Arthur E. Martin	Compiling efficiency records, correspondence	1,000
Joseph W. McClanahan	do	1,000
Total		29,400

A. G. O., *August 15, 1912.*

G. DESCRIPTION OF THE WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE CORRESPONDENCE AND EXAMINING DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

Location.

This division occupies six rooms and part of a seventh, together with the end of a corridor between two of its rooms, on the third floor of the State, War, and Navy Building. The numbers of the rooms are 350, 354, and 356 to 360, inclusive. The number of employees in each room is as follows: Room 350, 2; room 354, 3; room 356, 7; room 357, 7; room 358, 5; room 359, 10; corridor, 3; room 360, 9; total, 46.

Functions and Work.

The work of the Correspondence and Examining Division consists of, first, preparing correspondence, and second, making a digest of laws, regulations, orders, etc., which have a bearing upon the work of The Adjutant General's Office. The two classes of work are independent of each other. Only one employee is engaged in the digest work, and he is assigned to this division for administrative purposes only.

(A. G. O. comment: The digest here referred to is a file containing digests of laws, orders, and decisions limited to questions arising in the work of this division. The making of digest cards occupies but a comparatively small portion of the time of one employee, who is engaged during the remainder of his time in examining congressional documents and on general correspondence work.

The digest file of the Correspondence and Examining Division was in existence in the Record and Pension Division of the War Department (now a part of this office) before the office precedent file was instituted. Originally the intended function of the office precedent file was to afford a place for approved correspondence forms. The scope of the precedent file was gradually extended, so that the aim is that it shall be a file containing a guide for any and every action whatever regarding the propriety of which there may be a reasonable doubt in the mind of any person in this office who is to recommend, or to take, the action in question, be the matter one of inserting or omitting a comma in a certain class of sentences or a question whether a thought or proposition or judgment contained in a proposed composition or communication of the office is warranted by law, regulation, order, or decision of superior authority; or be the matter one of office discipline, clerical procedure, or instruction of employees. Consequently the scope of the precedent file includes all of the limited scope to which the digest was confined. The file arrangement of the cards in the two files differs in that the digest file is in effect an alphabetical file, as compared with the precedent file, which is not an alphabetical file, but rather a subjective file. A further difference between the two files is that the digest cards are larger than the precedent cards. These two differences tended to prevent the discontinuance of the making of digest cards when the scope of the precedent file was extended to include the scope of the digest file; especially as the two independent modes of arrangement tended to insure the finding of an important but confusedly recollected decision under one of the two modes of arrangement if it could not readily be found under the other. However, the effect of the extension of the scope of the precedent file has been naturally to minimize matter going to the digest file, because the same matter can be found in the office precedent file, so that during the past year only about 75 digest cards were made—that is, less than two digest cards a week. The question of the discontinuance of the making of digest cards has been several times in the

past under consideration, but was not definitely decided; it has been concluded, upon the recommendation of the Chief of the Correspondence and Examining Division, to discontinue the making of digest cards.)

The correspondence work of this division consists of, first, drafting and writing replies to communications, and, second, reviewing and copying for signature the draft of some communications which have been prepared in other divisions of The Adjutant General's Office. In a report made to the commission by The Adjutant General's Office, under date of April 19, 1912, it is stated that 68,900 communications are annually received and answered in this division. In that report the communications are classified as follows:

Communications pertaining to the military service or status of former officers, enlisted men, and organizations, including cases that require interpretation or construction of records because of ambiguity, obscurity, deficiency, or conflict in those records, or the application or construction of some law, rule, or regulation	41,600
Communications pertaining to miscellaneous military subsubjects	13,000
Communications requesting addresses of officers or enlisted men	9,300
Communications from staff departments and the Army at large	5,000

In addition to preparing replies to the above communications this division critically reviews the draft and types the final copy of approximately 9,000 communications originating within the office and drafted in other divisions. These communications are classified as "communications pertaining to miscellaneous military subjects."

(A. G. O. comment. Not all of the replies to the 68,900 communications prepared in the Correspondence and Examining Division were drafted in that division. In about 19,000 of those cases the replies were drafted in other divisions.)

A more detailed classification of the communications received and answered in this division is contained in a daily report prepared for the chief of the division. This classification, together with the percentage which each class of communications forms of the total, is as follows:

1. Requests from Members of Congress and congressional committees for information relative to military history of former officers and enlisted men	17.0
2. Requests from the Commissioner of Pensions for statements of military service (limited to such requests as present unusual difficulties in the preparation of replies)	6.0
3. Requests from the Comptroller and Auditor for the War Department for statements of military service (limited to such requests as present unusual difficulties in the preparation of replies)	5.0
4. Requests for statements of military services of officers and enlisted men in the Revolutionary War and the War of 1812	12.5
5. Requests for statements of military service of officers and men in the Confederate Army	4.0
6. Requests from soldiers' homes for statements of military service	2.0

7. Requests for statements of military service received from societies and associations	1.5
8. Requests from the Civil Service Commission for statements of military service	.5
9. Application for certificates in lieu of lost or destroyed discharge certificates	16.0
10. Applications for original discharge certificates	.5
11. Applications for the removal of charge of desertion	1.5
12. Application for clemency for general prisoners	7.5
13. Miscellaneous communications	26.0

The "Miscellaneous communications" include the following:

(*a*) Requests for historical information and statistics on former military organizations and operations.
(*b*) Communications concerning the conferring of medals of honor.
(*c*) Requests for the addresses of officers and enlisted men.
(*d*) Requests for copies of reports and of orders affecting individuals and organizations.
(*e*) Requests for rosters.
(*f*) Requests from individuals for information concerning posts and the service of officers and men.
(*g*) Applications for "deserters' releases."
(*h*) Requests from individuals for information concerning Army uniforms, the flag, Army organization, and other military matters.
(*i*) Applications in behalf of military prisoners and former enlisted men for admission to the Government Hospital for the Insane.

The percentages given in the above statement are computed on the number of cases handled in the division from February 5 to March 16, 1912, inclusive. In computing these percentages, no account was taken of the work performed in examining and typewriting letters the draft of which was prepared in other divisions of The Adjutant General's Office.

The average daily number of communications to which replies were drafted in this division during March, 1912, was 181, as shown by a report prepared for the head of the division. At this rate, the total number for the year would be about 55,500 communications in place of 68,900 as reported to the commission under date of April 19, 1912.

(A. G. O. comment: The report of April 19, 1912, does not purport to state that 68,900 communications were drafted in the Correspondence and Examining Division, as implied in this paragraph. As explained in the preceding comment about 19,000 of the 68,900 replies prepared in that division were drafted in other divisions. However, it may be useful to state here that the average daily number of communications to which replies are drafted in the Correspondence and Examining Division varies; for instance, the daily average number of communications to which replies were drafted in that division in May, 1912, is 229, indicating an annual total of about 68,000, and the daily average for the first half of the current month is 300, indicating an annual total of about 90,000.)

The larger part of the requests for statements of military service received from Congress, the Commissioner of Pensions, the Comptroller, and the Auditor (groups 1, 2, and 3) are made for the purpose of procuring information to be used in connection with special legislation and pension or other claims. The requests for statements of military service during the Revolutionary War and the War of 1812 (group 4) are made for the purpose of procuring information

to be used for genealogical and historical purposes or for admission to patriotic societies. The requests for statements of military service in the Confederate army (group 5) are made principally for the purpose of procuring information to be used in connection with claims for State pensions. The requests from soldiers' homes and from societies and associations (groups 6 and 7) are principally for the purpose of procuring information for use in connection with applications for admission or membership. The requests from the Civil Service Commission (group 8) are made for information to be used in connection with claims for preference in appointments or for reinstatement on account of military service. The larger part of the communications classified as "miscellaneous" (group 13) are requests from persons desiring information concerning military services for historical or genealogical purposes, and requests for addresses of officers and men now in the service. The purpose or object of all other communications is indicated by the titles.

Of the communications handled in this division, the larger number do not involve administrative action by The Adjutant General's Office, but others, such as applications for removal of charge of desertion and applications for the admission of former enlisted men to the hospital for the insane, do involve administrative action by The Adjutant General's Office. This latter class of communications is important, although relatively small.

(A. G. O. comment: The classes of applications for removal of charge of desertion and for admission to the hospital for the insane are relatively small. Many questions involving the determination by this office of the status of former officers and enlisted men arise in others of the groups of cases named on pages 3 and 4, supra, viz, groups 1, 2, 3, 6, 8, 9, 10, and 13. Determinations of this class affect or are the basis of decisions of the Commissioner of Pensions in the adjudication of pension claims; the accounting officers of the Treasury and the Court of Claims in the adjudication of claims for arrears of pay and bounty and for loss of property incurred in the several wars; the officials of soldiers' homes with regard to the right of admission thereto; the United States Civil Service Commission in cases of preference for appointment or for reinstatement; and the action of Congress in legislation affecting former officers and enlisted men.)

The replies prepared in this divison are in the form of indorsements in 61 per cent of the cases, typewritten letters in 22 per cent, and printed forms in 17 per cent.

Joint action by the Correspondence and Examining Division and other divisions of The Adjutant General's Office is required in preparing replies in 63 per cent of the cases. The classes of communications requiring joint action in the preparation of replies are reported by The Adjutant General's Office as follows:

1. Communications requiring some interpretation or construction of records because of ambiguity, obscurity, deficiency, or other conflict in those records.
2. Communications requiring information from the records to complete answer.
3. Requests for record information of a class ordinarily answered by another division, but in which the right of the correspondent to the information, or the character or extent of the information that should be furnished, is doubtful.

In addition to taking joint action with other divisions in preparing replies, the Correspondence and Examining Division examines and typewrites about 28,000 communications, the draft of which has been wholly prepared in other

divisions. This work of examining and of copying for signature the draft of communications prepared in other divisions consumes about one-fourth of the time of the examiners and typewriters in the Correspondence and Examining Division. The divisions preparing drafts which are examined and typed in the Correspondence and Examining Division are the following: Administrative Division, Rolls Division, Returns Division, identification section of the Tenth Street branch, Distribution Division, Publication branch.

The work of the Correspondence and Examining Division was described to us as being of a high order, requiring the services of men who are familiar with military affairs and laws relating thereto, and who have an extensive knowledge of the records and files of this office. It was further stated that many men in this division were especially selected for this work, and that many of them had been given work in other divisions with the idea of training them for the correspondence work of this division.

METHODS OF CONDUCTING WORK.

The methods employed in this division will be described in three sections, (*a*) those employed in the administration of the division, (*b*) those employed in handling communications the replies to which are drafted in this division, and (*c*) those employed in handling communications the draft of which is prepared in other divisions.

ADMINISTRATION.

Each employee in this division prepares a daily time and work report showing the time employed and the quantity of work performed on each class of work. This is a standard form of report used throughout The Adjutant General's Office. A sample copy is submitted in connection with the report on the Regimental Records Division. A division daily report of absentees and an employee's explanation of the cause of tardiness are required, as has been described for the Regimental Records Division.

A division daily report of work performed and a division daily report of cases on hand at close of work that have been one or more working days in the office are prepared on the forms described and submitted in connection with the report on the Regimental Records Division.

A so-called "monthly mail gauge" is kept by the chief of the division in order to record the number of cases handled each day and the daily average for the month. On the reverse side of this record is entered the number of clerks present and absent each day.

A tally of cases received in the division and a register of Congressional cases are kept by the distributing clerk. These records are described under methods employed in handling communications requiring the preparation of replies.

HANDLING COMMUNICATIONS REQUIRING THE PREPARATION OF REPLIES.

The regular procedure for handling communications the replies to which are prepared in this division involves the following processes:

1. Receipt of communications.
2. Registry of Congressional cases.
3. Assignment of communications for action.
4. Preparation of draft of reply, including any necessary calls upon other divisions for information, and where necessary preparation of case-brief for decision.

5. Examination of draft.
6. Preparation of "fair copy."
7. Comparison of draft with "fair copy."
8. Arranging communications for transmission to the chief clerk's office.

The detail work performed in connection with these processes is as follows:

1. *Receipt of communications.*—All communications for which replies are to be drafted in this division are received therein by a clerk designated for this work and known as the "distributing clerk." The communications are delivered to the division by the five-minute messenger service, excepting congressional cases, which are delivered by special messenger.

The distributing clerk keeps a so-called "mail-desk time mark" on which he records the hour in which each communication is received in the division. The record is divided into nine spaces, one for recording letters received prior to 9 a. m. and one for each subsequent working hour. In recording the receipt of a communication, the distributing clerk enters in the appropriate space showing the time of receipt in the Correspondence and Examining Division the hour in which the communication was received in the Mail and Record Division or in the Tenth Street branch. The record thus shows the time elapsed between the receipt of the communication in the first division handling the case and its receipt in the Correspondence and Examining Division.

(A. G. O. comment: The recording of the hour in which the communication was received in the Mail and Record Division or in the Tenth Street branch has been discontinued, it having been temporarily instituted in order to ascertain facts affecting the celerity of movements of certain classes of cases. When this object was accomplished the practice of such recording no longer served a useful purpose. A tally of the number of cases received in this division, by hours, effected by making a check mark in the hour space for each case, is the only record of this class now kept in the division.)

The following classes of communications are forwarded directly to the Correspondence and Examining Division from the Mail and Record Division, which receives and opens all mail for The Adjutant General's Office:

1. Requests from Members of Congress and congressional committees for information relative to military history of former officers and volunteer enlisted men.
2. Requests for statements of military services of officers and enlisted men in the Revolutionary War and the War of 1812.
3. Requests for statements of military service received from societies and associations.
4. Requests from the Civil Service Commission for statements of military service.
5. Applications for certificates in lieu of lost or destroyed discharge certificates.
6. Applications for original discharge certificates.
7. Applications for the removal of charge of desertion.
8. Applications for clemency for general prisoners.

The communications received from the Mail and Record Division come (*a*) directly from the numbering clerks, or (*b*) from the record card files. The first class of communications are those for which the clerks in the Mail and Record Division consider a search of the files unnecessary, while the second class are those communications requiring, in the opinion of the clerks of the Mail and Record Division, a search of the files. If a search of the files is made, any prior record cards disclosed by such search are attached to the current communication, which is then forwarded to the Correspondence and Examining Division.

Requests for statement of military service made by the Commissioner of Pensions, the comptroller, and auditor are referred to the Correspondence and Examining Division from Regimental Records and Rolls Division whenever the cases involve some difficulty in the interperetation or construction of the records or involve the application or construction of some law, rule, or regulation. Approximately 5 per cent of these cases are sent directly to the Correspondence and Examining Division from Regimental Records or Rolls Division. The balance of these cases are sent from the two last-named divisions to the Correspondence and Examining Division through the Mail and Record Division. The purpose in sending first to the Mail and Record Division is to transfer the communications from the "statement of service" file (green record card file) to the regular correspondence file (white record card file).

Requests for statements of military service of officers and men in the Confederate Army are received in the Correspondence and Examining Division from the Tenth Street branch, to which such requests are first referred upon their receipt in The Adjutant General's Office.

Requests from soldiers' homes for statements of military service are sometimes received directly from Mail and Record Division and sometimes from the Regimental Records Division. The replies to all such requests are drafted in the Correspondence and Examining Division.

Requests for addresses of officers and enlisted men which are included in the division reports among "miscellaneous communications" are received in the Correspondence and Examining Division from the Returns and Rolls Divisions in Regular Army cases, and from the Mail and Record Division in Volunteer cases. The other communications classified as "miscellaneous" are largely received from the Mail and Record Division.

2. *Registry of congressional cases.*—The distributing clerk upon receiving a congressional case immediately registers the communication on a memorandum or daily schedule of such cases. This memorandum record is ruled into columns showing the following facts:

(*a*) Serial number of communication.
(*b*) Name of author.
(*c*) Time communication left the Mail and Record Division of The Adjutant General's Office as shown on the record card accompanying the communication.
(*d*) Time communication reaches the Correspondence and Examining Division.
(*e*) Name of composing clerk to whom the communication is assigned for preparation of the reply.
(*f*) Status of case at noon.
(*g*) Time of completion of examination of draft of reply.
(*h*) Time at which reply is forwarded from this division to the chief clerks' office.

The distributing clerk investigates any cases which are shown by this memorandum or schedule to have been in the division longer than would seem necessary for the drafting of a reply. It is the plan to reply to congressional cases received during the forenoon in time to forward them to the Capitol by a special messenger who leaves The Adjutant General's Office at 1 p. m. Cases received in the afternoon are, whenever possible, disposed of so as to be forwarded to the city post office at the close of the day's business.

3. *Assignment of communications for action.*—The distributing clerk examines all incoming communications in order that he may bring certain cases to the attention of the chief of the division and assign others to the composing

clerks. The work is so arranged that each composing clerk handles, as a rule, a single class or specified classes of communications.

In some cases the distributing clerk's examination of a communication discloses the fact that additional information must be furnished by some other division. In such cases the communication is sent directly from the distributing clerk's desk to such divisions with a request made on the record card for the desired information. In many cases, however, the necessity for procuring information from other divisions is not ascertained until the communication is in the hands of the composing clerk.

Inquiry was made as to why cases which clearly call for preliminary action of some other division were first sent to the Correspondence and Examining Division from the Mail and Record Division. In reply it was stated that the clerks in the Mail and Record Division would be likely to require more time than the Correspondence and Examining Division in studying the case to ascertain whether the Correspondence and Examining Division or some other division should first handle the case and they, therefore, forward all cases to which the Correspondence and Examining Division is to prepare the reply to that division, except requests of State officials for records of Confederate service, which are sent from the Mail and Record Division to the Tenth Street branch.

(A. G. O. comment: With regard to the word "clearly," as used in this paragraph, it is to be remarked that what may be clear to the Correspondence and Examining Division in its cases may not be clear to the Mail and Record Division.)

The communications are taken from the desk of the distributing clerk to the desks of the composing clerks by special messenger or by the distributing clerk himself, and to other divisions of The Adjutant General's Office by the five-minute messenger service, with the exception of congressional cases, which are immediately forwarded to their destination by special messenger.

4. *Preparation of draft of reply.*—The work of drafting replies to communications is arranged so that, as a rule, each clerk handles a single class or specified classes of communications. This specialization of work is usually, but not always, followed. While each clerk is developed into a specialist for handling certain classes of cases he is also required to have a general knowledge of the work of the division, so as to be able to handle other classes of cases which may be received in the division.

All communications when received by the composing clerk for the preparation of the draft of the reply are accompanied with the record card of the current letter. Those communications for which a search of the files has disclosed prior papers in the case are also accompanied with the record cards of earlier letters. If the communications have been referred to other divisions by the distributing clerk, as explained above in No. 3, the record cards will contain such information as has been furnished by those divisions. The composing clerk examines the communication and accompanying record cards, and if these contain sufficient information for the preparation of his reply he prepares the draft on the record card accompanying the current communication. Of the 13 classes of communications enumerated on pages 3 and 4 supra, the requests for statements of military service of officers and men in the Revolutionary War and in the War of 1812, and applications for the removal of the charge of desertion are largely answered from the correspondence record cards of former communications in the cases, while only a very few communications in the other classes can be answered completely from the previous record cards but require additional information from the military records.

It was estimated by the employees of this division that approximately one-third of the Revolutionary War and the War of 1812 cases and nearly all applications for the removal of the charge of desertion are answered from the previous correspondence record cards.

If the papers and cards accompanying the case do not contain sufficient information for replying to the communication the composing clerk requests such additional information as is needed from other divisions of The Adjutant General's Office, from other offices in the War Department, or from other departments of the Federal service. When a call is made upon another division of The Adjutant General's Office for additional information it is the practice to forward all the papers in the case, together with their record cards, and to indicate on the record card of the current communication the call for information together with the initials of the clerk making the request. The divisions most frequently called upon to furnish information are Regimental Records, Archives, Rolls, Medical, and Returns Divisions, and Tenth Street branch. The division upon which a request is made transcribes the desired information from the records or documents in its custody on the record card accompanying the communication. The initials of the clerk furnishing the information is also entered on the record card.

In order to show the action taken by different divisions in furnishing information, a case concerning the removal of the charge of desertion was analyzed and the principal steps taken in disposing of the case were listed. This is an involved case and required action by more divisions than is necessary for the handling of the large majority of cases. The divisions handling this case (No. 1893180) and the principal action taken by them are as follows:

1. Mail and Record Division:
   - (*a*) Communication received and opened.
   - (*b*) Recorded, indexed, and numbered.
2. Correspondence and Examining Division:
   - (*a*) Examined by composing clerk.
   - (*b*) Referred to Regimental Records Division for report and "personal papers."
3. Regimental Records Division:
   - (*a*) Searches its records.
   - (*b*) Referred to Tenth Street branch for cards.
4. Tenth Street branch:
   - (*a*) Withdraws the four cards in the case from file and attaches to communication.
   - (*b*) Returns to Regimental Records Division.
5. Regimental Records Division:
   - (*a*) Enters on record card (and extension slips) all relevant information shown on its records, including that shown on the cards forwarded from Tenth Street branch.
   - (*b*) Attaches such "personal papers" as are on file and returns to the Mail and Record Division for prevous papers from the document file.
6. Mail and Record Division:
   - (*a*) Filing instructions entered on record card; i. e., connecting with previous papers (that were received in 1877).
   - (*b*) Case returned to Correspondence and Examining Division.
7. Correspondence and Examining Division:
   - (*a*) Case assigned to composing clerk who first handled it.
   - (*b*) Referred to Medical Division for medical record.

8. Medical Division:
   (*a*) Enters medical history on record card; medical records not showing Christian name.
   (*b*) Referring to Regimental Records Division with inquiry as to whether any other man of this name in same company.
9. Regimental Records Division:
   (*a*) Answers inquiry of Medical Division and returns case to that division.
10. Medical Division:
   (*a*) Sends to branch of division for further information concerning medical history.
   (*b*) Enters further information on record card and returns case to Corresponding and Examining Division.
11. Correspondence and Examining Division:
   (*a*) Case referred to composing clerk who first handled it.
   (*b*) Referred to Archives Division for any information in its record concerning arrest or trial of man.
12. Archives Division:
   (*a*) Enters reply on record card and returns to Correspondence and Examining Division.

To call for and enter the information required for the disposition of this case required the use of six pages of record cards. Following this material, the record card contains a summary of the case and the bearing of existing laws thereon, together with a recommendation by the correspondence clerk that the charge of desertion be removed. The record card also contains an approval by the chief of the division and by the assistant to the chief clerk of the recommendation indicated by their initials, the draft of the reply to the communication and a "notation" officially removing the charge of desertion from the records of The Adjutant General's Office.

The record card in this case illustrates the fact that it is the practice to note on the record card any instructions which may be given for the handling of a case and the initials of the employees concerned. The record card is so utilized that it not only contains a brief of the incoming communication and a complete draft of the outgoing communication, but also contains notations which show the complete history of the case and the initials of those who are responsible for the several steps taken in handling it.

When it is necessary to request information from other offices in the War Department, or from other departments for use in drafting a reply to a communication, it is customary to write an indorsement on the current communication indicating the nature of the information desired from that office or department. Record cards are never sent outside of The Adjutant General's Office. In writing indorsements requesting information, printed forms are used in many cases. Three different forms are provided for referring cases to the Auditor for the War Department and two forms for general use. Whenever indorsement forms are used, duplicates are prepared and attached to the record card as the record of the action taken. When forms are not used in writing indorsements the draft of the indorsement is written by the composing clerk on the record card, and a copy is then typed for transmission.

In reply to an inquiry it was stated that this division calls upon the document files for original papers in not to exceed 5 per cent of the cases handled by it.

After information for the preparation of the reply has been collected from the several divisions of The Adjutant General's Office and from other offices and departments, the composing clerk prepares the draft of the reply by dictating to a stenographer, by drafting the reply in memorandum form, by filling

out a printed record card form, or by instructing a stenographer to fill out a printed form. The draft is always written on record cards either (1) by a stenographer from dictation from rough copy, or from instructions to prepare a record card form, or (2) by the composing clerk himself in those cases where he fills out a printed form of record card. After the draft has been typed on the record card, it is submitted to the composing clerk, who makes with pen and ink any changes he may desire, and then places his initials on the record card at the head of the draft which he has prepared.

To facilitate the preparation of the draft of replies, 19 printed forms of record-card extensions are used in this division in addition to the 5 printed forms which are used in recording indorsements requesting information from outside sources. Printed form letters and indorsements corresponding to the printed record-card extension forms are used in preparing the outgoing communications.

If the composing clerk considers the case to be so important that it should be submitted to the chief of division or some officer for review, the draft as typewritten on the record card is submitted for the consideration of the proper official.

When the composing clerk has completed his action on a case and before forwarding it to the examining clerk, he arranges the papers and record cards in two groups. One group includes those papers and cards which may be needed by the signing officer in his consideration of the case, and the other group includes those papers and record cards which may be returned to the files before the communication has been signed. Before forwarding the case the composing clerk also inserts a charge slip with these record cards, which are to be sent to the files in place of and accounting for any record card or cards which are attached to the communication and forwarded to the signing officer. With the current record card and communication he places a so-called "separation card," accounting for the cards sent to the files. The charge slip is placed in the files with the record cards. Its use is very temporary, as the communication will be disposed of ordinarily within a few hours after the charge slip has been placed in the files. It will then be displaced by the record card which had been sent to the signing officer with the communication.

5. *Examination of draft.*—From the composing clerk's desk the case, which includes the incoming letter with the draft of the reply as prepared by the composing clerk and all accompanying papers, is sent to an examiner by means of the 5-minute messenger service.

(A. G. O. comment: If the case goes out by indorsement or is a congressional case answered by letter, the case so sent to the examiner consists of the incoming letter and its inclosures, if any, and the record card bearing the draft of the reply. If the case is a noncongressional answered by letter, the case so sent to the examiner ordinarily consists only of the record card bearing the draft of the reply.)

The examiner reviews the draft of the reply in order to insure accuracy of address, dates, and other statements of fact and examines the draft for grammatical construction and adequacy of reply. Any corrections and alterations deemed necessary by the examiner are made on the draft in ink.

6. *Preparation of "fair copy."*—From the examiner's desk the communication is sent to the stenographic and typewriting section. Here the chief of the section assigns the draft as prepared on the record card to a typewriter to prepare a "fair copy" for the signature of the proper official. The typewriter makes an exact copy of the draft as amended by the examiner. In the upper right-hand corner of the letter sheet is written the serial number of the incoming communication to which this is a reply.

As stated in the description of the preparation of the draft, printed forms, of record-card extensions for the draft and for outgoing communications, are extensively used in this division. Twenty-five different printed forms of letters and indorsements are used in addition to the 5 indorsement forms used for requesting information needed for the disposition of cases. Of the 25 forms 10 relate to statements of service or military history, 7 to communications concerning the removal of the charge of desertion, 2 to miscellaneous and general subjects, and 1 to each of the following classes of communications: Applications for certificates in lieu of lost or destroyed discharge certificates, applications for discharge certificates in true name, inquiries to commanding officers concerning identification records not submitted to The Adjutant General's Office, similar inquiries concerning physical examination reports, notice of designation of institution to receive the published "War Records," and notice to Paymaster General of death of enlisted men. The four last-mentioned forms are not used for replying to communications referred to this division for action, but are used for fair copies of drafts prepared in other divisions of the office.

In a report to this commission The Adjutant General's Office stated that 61 per cent of the communications prepared in this division were in the form of indorsements, 22 per cent were typewritten letters, and 17 per cent were printed forms. These figures are misleading, since a large number of the communications reported as indorsements were prepared on printed forms. No figures are available for showing the percentage of all outgoing communications prepared by the use of forms.

(A. G. O. comment: The questions furnished by the President's Economy and Efficiency Commission for use in the preparation of the division reports, of which the report of April 19, 1912, for the Correspondence and Examining Division before referred to is one, include, under the heading "Outgoing correspondence," the following seven questions:

7. What is the approximate number of communications prepared in this division annually?

8. Into what general classes may they be divided, and what is the estimated number of communications of each class prepared annually?

9. What per cent of the communications are typewritten letters?

10. What per cent of the communications are handwritten letters?

11. What per cent of the communications are printed forms?

12. What per cent of the communications are in other forms?

13. What portion of the correspondence referred to in question 7 is in the form of an indorsement?

Questions 9 to 13 speak of five classes of communications, viz, typewritten letters, handwritten letters, printed forms, other forms, and indorsements. The office was in doubt as to whether this division into five classes was intended to constitute a single (i. e., complete) division of the subject communications, or whether the questions were intended to constitute complete cross divisions, i. e., condivisions, or incomplete cross divisions of the subject communications. Consequently, on April 2, 1912, the question "Should the answers to questions 9, 10, 11, 12, and 13 equal 100 per cent?" was orally asked of the secretary of the commission, and he answered "Yes." In view of the fact that the percentages to be given in answer to the five questions were to equal 100 per cent, thus showing that the five questions were intended to be a single (complete) division of the subject communications, it was concluded by this office that only question 13 related to indorsements.)

In addition to using printed forms of record card extensions and of outgoing letters, this division also uses 3 forms of applications and 12 forms of certificates. The application forms are furnished to applicants for certificates

in lieu of lost or destroyed discharge certificates, applicants for medals of honor, and applicants for certificates of military telegraph service. The certificate forms are used in issuing original certificates of discharge, certificates in lieu of lost or destroyed discharge certificates, and "deserter's releases" from liability to arrest, trial, and punishment for desertion.

7. *Comparison of draft with "fair copy."*—From the typewriting section the communication is sent to "comparers" one of whom reads from the draft as prepared on the record card while the other holds the fair copy drafted for signature.

8. *Arranging communications for transmission.*—After the draft and the fair copy have been compared, the communication, together with all accompanying papers and record cards are arranged for transmission to the chief clerk's office. As a part of this work, any indorsement prepared in the Correspondence and Examining Division on indorsement slips is here pasted to the communication to which it pertains. The only other work required at this desk is that of placing communications in proper jackets for transmission by the five-minute messenger service to the office of the chief clerk.

HANDLING COMMUNICATIONS DRAFTED IN OTHER DIVISIONS.

The Correspondence and Examining Division in handling communications drafted in other divisions performs the following processes:

1. Receipt of communications.
2. Examination of draft of reply.
3. Preparation of "fair copy."
4. Comparison of draft with "fair copy."
5. Arranging communications for transmission to the chief clerk's office.

Communications of this class are delivered by the five-minute messenger service directly from the division in which drafted to the examining clerks of the Correspondence and Examining Division.

The remaining processes involved in the handling of these cases are conducted in the same manner as the corresponding processes employed in handling communications the replies to which have been drafted in this division. These processes have been described in full in the preceding section of this report.

RELATION TO OTHER BRANCHES OF THE SERVICE.

Since the chief work of this division is that of performing one of the principal processes in the handling of correspondence, its relations with the other divisions of The Adjutant General's Office which handle correspondence are, of necessity, very close. The relationship between this and other operating divisions may be summarized as follows:

(1) The communications are received in this division (1) directly from the Mail and Record Division, where the incoming communication has been numbered, briefed (in such cases as require briefing), indexed, and recorded, or (2) from the Regimental Records, Rolls, or Returns Division or the Tenth Street branch, to which the incoming communication was first sent by the Mail and Record Division. Furthermore, in those cases in which a search of the record-card files in the Mail and Record Division has been made, the record cards of any prior communications in this case or of any previous similar case are attached to the current communication.

(2) As this division handles complicated and difficult cases and many which require action by two or more divisions, it is necessary for the Correspondence and Examining Division to be constantly calling on other divisions of The

Adjutant General's Office for information required in drafting outgoing letters. The composing clerks of this division are required to have a thorough knowledge of all the files and other sources from which information may be secured in The Adjutant General's Office for use in drafting replies to the correspondence assigned to this division. It is customary for these clerks in making calls upon other divisions to address the division, specify the nature of information desired, and send such calls to the room in which the documents or records to be consulted are filed. In handling requests for statements of military service it may be necessary to call upon any or all of the following divisions for information: Regimental Records Division, Medical Division, Rolls Division, Returns Division, Archives Division, document files of Mail and Record Division, record-card files of Mail and Record Division, Tenth Street branch, Orders Division.

(3) As has been stated, a part of the work of this division consists in examining and preparing the "fair copy" of communications, the draft of which has been prepared in some of the other divisions of the office.

In performing this work, the Correspondence and Examining Division is brought in close relationship with the Administrative, Rolls, Returns, and Distribution Divisions, the Tenth Street and Publication branches.

(4) The work of this division requires a large amount of correspondence with other offices of the War Department and other departments of the Federal Government. Among the latter, those with which business is most largely conducted are as follows: Pension Office, Auditor for the War Department, Land Office, Comptroller of the Treasury, Civil Service Commission, Bureau of Navigation.

ORGANIZATION AND SALARY ROLL.

This division has 46 employees, of the following salary grades:

8 clerks of class 4 with salaries aggregating	$14,400
9 clerks of class 3 with salaries aggregating	14,400
10 clerks of class 2 with salaries aggregating	14,000
17 clerks of class 1 with salaries aggregating	20,400
2 clerks, at $1,000	2,000
Total salary charge	65,200

The division is in charge of Mr. David Currier, clerk, class 4, who has a clerk of class 4 as an assistant. The number of clerks of each salary grade assigned to the several classes of work was reported on April 2, 1912, to be a follows:

In charge of division, class 4	1
Distributing work, class 3	1
Investigating and composing:	
Class 4	5
Class 3	6
Class 2	4
Class 1	3

(NOTE.—Two of these clerks (classes 3 and 1) are also employed in part on stenographic work and a third (class 3) as assistant in charge of copying section when their services as such are required.)

Examining:	
Class 4	1
Class 3	1
Digesting and examining congressional documents, etc., class 3	1

In charge of copying section, class 4	1
Stenographic work and copying:	
Class 2	5
Class 1	9
Class $1,000	2
Copying, class 1	4
Comparing:	
Class 2	1
Class 1	1
Total	46

EQUIPMENT.

This division has a file of precedents covering the classes of communications handled by it. These statements of precedents are furnished by the chief clerk's office and are duplicates of those filed in that office.

A small library of laws, decisions, reports, orders, and other Federal publications is maintained. The balance of the equipment used by this division consists of typewriters, ordinary office furniture, and small articles of desk equipment.

H. DESCRIPTION OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE ENLISTED MEN'S DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. LOCATION.

This division occupies rooms Nos. 41 and 43 in the basement of the State, War, and Navy Building. There are 10 employees in the division.

II. FUNCTIONS AND WORK.

The work of this office is largely the preparation of correspondence concerning the status or station of enlisted men. Its functions therefore may properly be said to consist of jurisdiction over and the preparation of correspondence relating to the following subjects:

A. Discharge of enlisted men.
B. Change of status or station of enlisted men.
C. Deserters, fraudulently enlisted men, men absent without leave, and men without funds to return to their stations.
D. Retired enlisted men and requests to be placed on the retired list.
E. Miscellaneous correspondence.

A. The discharge of enlisted men before expiration of term of service may be on their own request, the request of a civilian, or the recommendation of an officer of a board of officers, and may be by purchase, on account of death of parent, in the interest of the United States or for the convenience of the Government, for disability, without honor, or dishonorable.

B. The changes in the status or stations of enlisted men result from: Requests of civilians or enlisted men for furlough or transfer of the latter, requests to attend service schools, recommendations of medical officers that enlisted men be sent to general hospitals, the examination of applicants for appointment as post noncommissioned staff officers, the appointment and applications for reenlistment and assignment to stations of such noncommissioned officers, the appointment and assignment to stations of sergeants first class and sergeants of the Hospital Corps, the assignment to stations of Artillery noncommissioned staff officers, details on extra or special duty, attendance as witnesses or defendants in general court-martial or civil court trials, requests that enlisted men charged with criminal offenses be turned over to civil authorities, de-

cisions as to status of enlisted men with respect to pay, enlistment period, expiration of service, etc.

C. The correspondence regarding deserters, fraudulently enlisted men, men absent without leave, or without funds to return to their stations, consists in action on: Reports of the apprehension or surrender of deserters, requests for clemency or discharge of deserters or fraudulently enlisted men, ordering guards sent for apprehended deserters, and the disposition of men reporting as absent without leave or without funds to return to their stations.

D. The work pertaining to retired enlisted men mainly consists in action on requests: To be placed on the retired list, to go beyond the limits of the United States, for duty at colleges, for addresses of retired enlisted men, and for monthly report cards. It is also necessary to take action on the failure of a retired enlisted man to report his address monthly.

E. Correspondence pertaining to matters not included by the foregoing classification consists in action on: The disposition to be made of insane enlisted men, complaints from creditors of enlisted men, recommendations for award of certificate of merit, requests for admission to the Soldiers' Home, requests for the gratuitous issue of clothing and for reimbursement for clothing lost or destroyed, proceedings of boards as to character or service of enlisted men, when not approved by the convening authority, allotments of pay, or stoppages against enlisted men, cases of fraudulent enlistment by former deserters, dishonorably discharged soldiers or men otherwise undesirable, detail of enlisted men to duty with the Organized Militia, and requests for permission to take civil-service examination.

The balance of the work done in this division consists mainly in maintaining card files of all retired enlisted men and of retired enlisted men who are deceased, and readdressing mail for retired enlisted men.

III. Methods.

CORRESPONDENCE.

The correspondence is prepared in the same general way as the correspondence throughout The Adjutant General's Office. The correspondence clerks type their own letters.

The records in regard to enlisted men and the muster rolls, filed in the Rolls Division, serve as the basis for a large part of the correspondence emanating from the Enlisted Men's Division. This information is secured by written requests placed on the record cards for reports in regard to particular enlisted men. The information furnished by the Rolls Division aids in determining the action necessary to be taken in the case, which action is drafted into a communication on the record card, and then copied in the form of an indorsement or letter for dispatch. Eighty letters a day, of all kinds, are prepared, on the average, in this division, and of these, about 15 are cases which must previously be sent to the Rolls Division for a report, and about 60 are cases in which the Rolls Division information is found on prior record cards accompanying the case.

The record of retired enlisted men is kept on individual cards. This record shows for each month of each year the addresses of the men as reported on the monthly report cards. It is required that they report their address to The Adjutant General each month, and penalty cards are provided for the purpose.

The cards, as received, are sorted alphabetically and posted to the individual records each month. Changes of address are noted, and a check mark placed in the proper space to show that a report has been received. On failure to

receive a report for two or three months from a man, a letter is sent to him directing that he report his address as required by Army Regulations.

On failure to receive a prompt reply to this letter a letter is sent to the man through the Paymaster General, directing him to report his address at once. In case of failure to receive prompt reply to this letter the Paymaster General is directed to withhold the man's pay. A notation of these letters is made on the card to serve as evidence that the proper steps have been taken regarding the delinquency.

IV. Organization and Salary Roll.

This division has 10 employees of the following salary grades:

1	chief of divisions	$2,000
1	clerk of class 4	1,800
1	clerk of class 3	1,600
3	clerks of class 2, with salaries aggregating	4,200
4	clerks of class 1, with salaries aggregating	4,800
10	Total	14,400

The following is a list of persons employed in the division, and shows the nature of their work and their salaries:

List of clerks employed in the Enlisted Men's Division of The Adjutant General's Office, the nature of their duties, and their salaries.

Name.	Nature of work upon which engaged.	Salary.
J. B. Morton	Chief of division	$2,000
J. H. Wilson	Assistant chief of division; examines all cases before they are sent to an officer for signature; dictates correspondence in special cases.	1,800
W. M. Smith	Drafts and engrosses correspondence in following cases: Congressional, certificate of merit, and miscellaneous.	1,600
E. R. Graves	Drafts and engrosses correspondence in following cases: Congressional, insane enlisted men, and miscellaneous.	1,400
F. D. Tillman	Drafts and engrosses correspondence in miscellaneous cases, and verifies service of applicants for retirement.	1,400
T. B. Bevans	Receives and distributes all mail sent to the division; calls for necessary record of service; keeps record of discharges and number of cases disposed of; property in the division, and sends mail by messenger to officer for signature.	1,400
J. L. McGee	Has charge of all matters and drafts correspondence relating to retired enlisted men, and applications of enlisted men to be placed on the retired list.	1,200
B. H. Milliken	Drafts special orders and drafts and engrosses miscellaneous correspondence. Stenographer.	1,200
C. E. Wolfe	Drafts and engrosses miscellaneous correspondence. Stenographer.	1,200
A. C. Dunfee	do	1,200

I. DESCRIPTIVE REPORT OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE RECRUITING DIVISION OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

I. Location.

This division and the files in its custody occupy room No. 39 in the basement of the State, War and Navy Building. There are 11 clerks in the room, including the chief of the division.

II. Functions and Work.

The principal functions and work of the Recruiting Division relate to:

1. Establishing and discontinuing main recruiting stations; authorizing the opening and closing of stations auxiliary to the main stations: giving necessary instructions to recruiting officers for the conduct of the recruiting service in their respective districts, and authorizing their travel between main and auxiliary stations; providing enlisted men for duty as members of recruiting parties and relieving men as occasion may require.
2. The custody, examination and tabulation (after correction, if necessary) of the following trimonthly reports—
   (*a*) Of the number of applicants for enlistment at general recruiting stations.
   (*b*) Of the number of enlistments at each garrisoned post or station, including recruit depots and depot posts.
   (*c*) Of the number of recruits at each of the five recruit depots and five depot posts.
3. Providing for the collection of recruits at recruit depots, and the maintenance of permanent parties of recruit companies thereat for the care and instruction of the recruits.
4. The tabulation of the enlisted vacancies in organizations as indicated by the monthly returns, and the distribution of recruits to organizations from the recruit depots and depot posts.
5. Passing upon applications for enlistment or reenlistment of persons who desire to be assigned to organizations of their choice, and passing upon cases of applicants with defects that can not be waived without special authority from the War Department.
6. Advertising for recruits in newspapers, by posters, and other means.

FUNCTIONS.

1. The establishment or discontinuance of either main or auxiliary stations and the conduct of them is based on the need for recruits in maintaining the authorized strength of the Army. The Adjutant General is in direct charge of recruiting for the Army, thus placing on him the work involved in the maintenance and conduct of the recruiting service and the personnel thereof.

2. The custody, examination, and tabulation (after correction, if necessary) of the following trimonthly reports:

(*a*) Of the number of applicants for enlistment at general recruiting stations. This report shows, for the period included by the report, the number of applicants accepted and rejected for each arm of the service. It also shows the disposition of the accepted applicants, and of those rejected a specification of the causes for rejection.

(*b*) Of the number of enlistments at each garrisoned post or station, including recruit depots and depot posts. This report, in respect to enlistments, is similar to the preceding report in respect to applicants for enlistment, and also contains a statement showing the number of recruits forwarded to organizations or posts during the period included by the report. This report is accompanied by the enlistment contracts of all men enlisted or reenlisted for the period covered by the report.

(*c*) Of the number of recruits at each of the five recruit depots and five depot posts at midnight on the last day of the period included in the report. This report shows, by arms of the service, all gains and losses, with the sources and causes therefor. A statement

showing by number the recruits forwarded to organizations is also part of this report. In addition to this report telegrams are sent to The Adjutant General's Office every five days from the depots, giving the number of recruits in each arm of the service subject to assignment, the number available, and the total number at the depot; and every 10 days from the depot posts, showing the number of recruits in each arm available for assignment.

NOTE.—The trimonthly reports are forwarded to The Adjutant General's Office on the 10th, 20th, and last days of each month.

A monthly circular is issued by The Adjutant General showing the recruiting for the Army during that period. The circular shows, for each general recruiting station, the number of applicants for each arm of the service that were accepted, the number rejected, and the total number; also the number of accepted applicants rejected at recruit depots. It also shows the number of enlistments made at recruit depots and depot posts and other posts and in the field. Tabulations are made showing the number of native and foreign-born recruits and the number of reenlistments for each month. At the end of the fiscal year a consolidated tabulation is prepared for the Annual Report of The Adjutant General.

3. The collection of recruits at recruiting depots consists in sending within six days after application for enlistment is made, all accepted applicants at the various recruiting stations to the designated recruiting depot for final examination and enlistment, and at the five recruit depots for preliminary instruction including the manual of arms. It is necessary to maintain at the five recruit depots skeleton recruit companies, consisting principally of noncommissioned officers, for the care and instruction of the recruits who are attached to such companies.

4. The tabulation of the enlisted vacancies in organizations is based on a report made by the Returns Division, showing the strength of the organizations of the Army as indicated by the monthly returns. The distribution of recruits consists in designating to what organizations the available recruits shall be assigned and issuing the necessary orders.

5. It is not within the jurisdiction of a recruiting officer to accept an applicant for enlistment or reenlistment who stipulates assignment to a particular organization. But, so far as practicable, such applicants are accepted by The Adjutant General. By order of the Secretary of War, The Adjutant General has been directed to assign recruits enlisted at recruit depot posts to garrisons thereat, so far as practicable. Also that recruits enlisted at recruit depots, specifically for service at garrisons thereat, be assigned thereto and that recruits holding warrant as noncommissioned officers in their last enlistment, who enlist for a specific organization, be assigned thereto, if the travel involved be not greater than 1,000 miles. Neither is it within the jurisdiction of recruiting officers to accept recruits not meeting, in all ways, the requirements prescribed by the War Department: All such cases are handled in the Recruiting Division.

6. Under Army Regulations advertising may be employed by recruiting officers to facilitate recruiting, where and when deemed advisable and on authority of the Secretary of War.

It is the function of the Recruiting Division to supply such forms, and prepare such instructions and material as may be necessary for the development of this means of recruiting.

III. METHODS.

1. Main general recruiting stations are established in large cities, having generally not less than 40.000 population, and in such localities as seem most fruitful of results. Auxiliary stations are established and maintained for the

purpose of thoroughly canvassing the territory around the main station. The main stations are established or discontinued only on the order of The Adjutant General, but auxiliary stations are under the jurisdiction of the officer in charge of the main station, and are opened or discontinued by him on authorization of The Adjutant General.

There are about 63 officers and about 674 enlisted men on recruiting service, making a total of 737 men.

There are 59 main stations for recruiting and 85 central auxiliary stations and 112 other auxiliary stations and 34 park parties.

A record is kept of the opening and closing of these stations, and of the officers and the number of enlisted men thereat.

The correspondence and preparation of orders relating to the conduct of these stations, including instructions to the recruiting officers, is done by this division, in the same manner and under the prescribed rules governing such matters in The Adjutant General's Office.

This division also passes upon applications for leave of absence to officers or furloughs to enlisted men in the recruiting service. In each case of furlough the papers are sent to the Rolls Division for a report. A request for such report is drafted on the record card, and the record and correspondence is transmited by the five minute messenger service to the Rolls Division, which division, after searching the records, places upon the record card the appropriate information necessary to a correct preparation of a decision or reply in the case. Then the papers are returned by the messenger service to the Recruiting Division. The officer in charge of the division makes his recommendation on each application for leave or furlough, and the commissioned officers' cases are then sent to the A. C. P. Division and the enlisted men's cases to the E. M. Division for final action.

2. Th custody of files consists only in retaining the trimonthly reports for about three years, when they are subject to destruction. No permanent records are kept in this division.

The examination of trimonthly reports consists in comparing the figures contained in the reports of enlistments with the enlistment contracts accompanying each report.

Five tabulations are prepared from trimonthly reports:

(*a*) Of applicants accepted at general recruiting stations classification is made for each trimonthly period and for the month. This form is filled out in ink and in longhand direct from reports.

(*b*) Of enlistments at each garrisoned post classification is made for each trimonthly period and for the month. This form is filled out in ink and in longhand direct from the reports.

(*c*) Of the number of enlistments and reenlistments by race and nativity for each month. This is shown by arms of the service and whether at garrisoned posts or recruiting stations. It is made out from cards, which are filled out in rough from the contracts of enlistments and show the number of enlistments and reenlistments and the total. Notation is made on the card of the date the contracts were transmitted to the Rolls Division.

(*d*) Of the cause for rejection, only two are noted, viz, the number of aliens and illiterates and the total of all rejections.

(*e*) Of the number of recruits at depots, shown by arms of the service and whether white or colored. Also the number subject to assignment and the number available at each depot and the total number of all recruits at each depot.

3. Applicants, after having made application for enlistment at one of the main or auxiliary stations, are retained not exceeding six days, during which time testimonials as to character are verified and health conditions observed. Recruiting officers have authority to send accepted applicants to the designated depot or depot posts. When the applicants are sent to the recruit depots and enlisted they receive instructions in the manual of arms and the regulations of the Army.

Men whose efficiency records at posts show them to be duly qualified for recruiting duties may be detailed for that service. They may be assigned to duty at either the main or auxiliary stations, or at the recruit depots, as their qualifications best fit them. Noncommissioned officers or privates may, upon request, be returned to regimental duties. If the need of the service demands, men may be relieved from recruiting duty by authorization.

4. The tabulation of enlisted vacancies in organizations as indicated by the monthly returns. The Returns Division prepares, in longhand, on a form a list of the organizations, the stations of each, and their strength, both authorized and actual. The authorized strength within the limit fixed by law is announced from time to time by direction of the President and so shown; the actual strength is taken from the monthly returns. The Recruiting Division shows the number of vacancies in each organization by deducting the actual strength from the authorized. The actual strength of an organization is never allowed to exceed the maximum allowed by law.

On this statement of enlisted vacancies and on the statement of available recruits at recruit depots is based the distribution of recruits to organizations. Under instructions of the Secretary of War, each organization of the Army is ordinarily filled to a designated strength once every six months, approximately one-sixth of the Army receiving its necessary quota of recruits each month.

From the number of transfers, expirations of enlistments, discharges, and desertions, it has been found that the average monthly loss is 3½ per cent, or 20 per cent for six months.

The recruits are selected for each organization from a designated recruit depot and are sent so as to arrive not earlier than the first day of the month, arrival on the last day being avoided, so far as practicable. A memorandum showing the organizations to be supplied with recruits, together with a statement of the number of recruits by arms of service at each recruit depot, is submitted to the officer in charge of the Recruiting Division, who directs what assignment shall be made.

On the monthly list of organizations showing the existing vacancies, notation is made of how each organization is filled, and the date. Also the date when it is to be again filled. Orders directing organizations to be transferred to other stations are noted in red ink in the column where the organizations are listed.

5. The conduct of correspondence relating to action on applications for enlistment stipulating assignment to particular organizations or the waiving of defects occupies a large portion of the time of one correspondence clerk, with the assistance of two stenographers. In the examination of applicants for enlistment the rules prescribed by the War Department set up standards and requirements to the end that recruiting officers may have a general knowledge of the disqualifying defects which will enable them to detect variations from the prescribed standards and readily eliminate from further examination those obviously unfitted to be in the ranks of the United States Army.

These rules have enabled recruiting officers to reject upon preliminary examination over 75 per cent of the applicants for enlistment, and thus relieve the

medical officers at depots and the department of the additional work which would attend the examination of such persons.

The steps taken in connection with the recruiting of a person for the Army are as follows:

The recruiting officer himself examinines the applicant and accepts or rejects him on his own authority. In a considerable number of cases, however, the question of acceptance or rejection of the applicant is a close one, in which event the recruiting officer submits the matter to the department for decision. Many of the cases thus submitted to the department are those wherein a slight departure from the prescribed standards of requirements is shown.

All accepted applicants are then sent to one of the five recruit depots or to a depot post. They are examined by a surgeon stationed there and enlisted or rejected after such examination. If enlisted, they are then held, boarded, and clothed free of cost to them until The Adjutant General assigns them, by telegraphic or written order, to particular military organizations.

A form is employed by some recruiting officers to bring to the attention of the department the case of an applicant for enlistment about whom there is some doubt as to his acceptance. In many cases, however, the request on the department for decision is made by telegraph, and in those cases the decision of the department is usually communicated by telegraph.

The reason given for telegraphing most of the instructions in regard to the disposition of applicants for enlistment is that such procedure is economical because it is the practice in furtherance of the law to feed and lodge such applicants while they are awaiting acceptance. The contract charge for feeding and housing each person averages about 75 cents per day.

6. Advertising for recruits: It is provided by Army Regulations that advertising in newspapers may be employed only after request has been made and approved by the Secretary of War. The work of recruiting men for the Army is greatly facilitated by advertising, which is conducted in the following manner: Whenever advertising for men seems advisable to a recruiting officer, he submits a printed form of request. The War Department has on file the sworn statements of all prominent newspapers showing rates of advertising to private concerns and individuals, also the amount of discount offered the department. Should the request contain the name of a newspaper not listed the sworn statement is called for by the War Department.

After authority is granted the officer forwards a request to the publisher to advertise according to terms specified in the contract.

Following the publishment of the advertisement the officer fills out and forwards to the War Department a voucher for payment of bill to publisher.

This voucher is made in duplicate form, providing a memorandum to be retained by the paying officer.

The other methods employed by this service include the printing and displaying of attractive posters of different sizes, ranging from a handbill 11½ by 8¾ inches to posters of several feet in dimension, which are displayed in post offices and other public buildings, also on billboards in public places. Supplemental to this method is the display of the recruiting flag at the station and the method of canvassing in public parks and squares. A printed circular is issued for distribution to applicants for enlistment setting forth the qualifications for entrance to the Army.

Recruiting officers report monthly on a printed form the number of applications for enlistment resulting from each method of advertising used at his station and auxiliary station.

IV. Organization and Salary Roll.

This division has 11 employees of the following salary grades:

1 chief of division	$2,000
2 clerks of class 4 with salaries aggregating	3,600
1 clerk of class 3	1,600
1 clerk of class 2	1,400
6 clerks of class 1 with salaries aggregating	7,200
Total	15,800

The following is a list of persons employed in the division and shows the nature of their work and their salaries:

List of clerks employed in the Recruiting Division of The Adjutant General's Office, the nature of their duties, and their salaries.

Name.	Nature of work upon which engaged.	Salary.
C. W. Shelton	Chief of division	$2,000
G. A. Brandt	Passing upon and preparing for decision applications for enlistment or reenlistment from persons desiring special assignments, and cases of applicants who have defects that can not be waived without special authority from the War Department; drafting miscellaneous correspondence.	1,800
G. W. Nagle	Tabulating, from trimonthly reports, statistics regarding acceptances, enlistments, and rejections, for use in monthly and quarterly statements and in the annual reports of The Adjutant General; drafting correspondence regarding same, and regarding the detail and relief of recruiting officers.	1,800
C. A. Best	Ditto; also tabulating monthly reports of elopements from recruiting depots of applicants sent there for enlistment, and tabulating monthly reports of results of the various methods of advertising for recruits.	1,200
A. F. Bayard	Drafting correspondence regarding the collection and instruction of recruits at recruit depots and the maintenance of permanent parties of recruit companies thereat; also drafting instructions for assignment of recruits to organizations from recruit depots and depot posts; keeping record of such assignments.	1,600
Asbury Thompson	Drafting correspondence regarding the opening and closing of recruiting stations and regarding the supplying of enlisted men for duty at such stations, and relieving them from such duty.	1,400
W. B. Spengler	Stenography and drafting correspondence	1,200
Joseph Dant	do	1,200
J. D. Hughes	Tabulating enlisted vacancies in organizations as shown by monthly returns, and noting in connection therewith assignments of recruits to specific organizations. Drafting correspondence regarding vacancies, and also regarding advertising for recruits. Typewriting.	1,200
James Gorman	Stenography, drafting correspondence, and keeping record of recruiting stations, with dates of opening and closing same.	1,200
G. H. Helmers	Stenography and drafting correspondence	1,200
Total		15,800

J. DESCRIPTION OF THE WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE ROLLS DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division and the files in its custody occupy eight rooms in the basement of the State, War, and Navy Building. These rooms are Nos. 53, 55, 58, 59, 60, 61, 62, and 64. The number of employees in each room is as follows: No. 53, 3; No. 55, 2; No. 58, 14; No. 59, 0; No. 60, 7; No. 61, 4; No. 62, 9; No. 64, 13; total, 52.

II. Functions and Work.

The work of this division consists of—

A. The custody of files of current Army reports and returns.

B. The keeping of registers of enlisted men, and insane soldiers, and certain minor records.

C. Answering inquiries from governmental sources requesting statements of military service of enlisted men.

D. Conduct of miscellaneous correspondence with the staff departments and the Army at large.

E. Preparation of answers to various inquiries from miscellaneous sources on subjects relating to enlisted men.

A. CURRENT ARMY REPORTS AND RETURNS.

These reports and returns consist of—

		Number received annually.
1. Muster rolls		12,000
2. Enlistment papers		35,000
3. Descriptive and assignment cards		35,000
4. Returns of general prisoners		1,000
5. Beneficiary designations		35,000
6. Miscellaneous reports		2,700
(*a*) Certificate of disability for discharge	800	
(*b*) Final statement of deceased soldiers	400	
(*c*) Record of death and disposal of remains	400	
(*d*) Inventory of effects of deceased soldiers	400	
(*e*) Personal reports of noncommissioned officers on duty with the Organized Militia of the States	700	

1. The muster rolls, which are submitted to The Adjutant General's Office bimonthly by every organization of the Army of the United States, contain a record of all commissioned officers and enlisted men in each organization. The roll shows, in respect of noncommissioned officers and other enlisted men, when, where, and by whom they were enlisted, and for what period, together with information as to their pay, allowances, and sums due the United States. The roll also contains a record of events of the organization reporting. These muster rolls constitute the record to which reference will hereafter be made in the investigation or settlement of claims or questions affecting officers and men whose names are borne on the roll and their heirs for the period covered by it. The rolls are prepared on forms of a size 9¼ by 12 inches and for filing are folded to a size approximately 4 by 9¼ inches and filed in document files, a brief showing the name of the organization and the period covered by the muster roll being made on the back of the roll.

The rolls cover the period from 1792 to date, but are fragmentary up to March, 1815.

2. The enlistment papers consist of a printed form of contract which is made out in the case of each soldier enlisted or reenlisted in the Army. The contract contains a declaration that the applicant is unmarried, of legal age to enlist, physically qualified to perform the duties of a soldier, and of good habits and character. The contract is sworn to before the recruiting officer at the city or military post where the enlistment is made. It is then signed by the recruiting officer and the examining officer and transmitted directly to The Adjutant General of the Army with the recruiting officer's trimonthly report. The enlistment paper of a noncommissioned officer serving at an ungarrisoned post is, however, forwarded through department headquarters.

3. A descriptive and assignment card is prepared in the case of every accepted applicant for enlistment or reenlistment in the Army. Its preparation is begun when the applicant is accepted and is continued by the proper officers at the various depots or posts to which the man is sent. At its completion the post commander furnishes a copy of the card to the commanding officer of the organization to which the soldier is assigned and forwards the original directly to The Adjutant General of the Army. In cases of applicants who are not enlisted the incompleted cards are retained at the depot. About 35,000 of the cards are received in the Rolls Division each year.

4. The return of general prisoners is made monthly at each place of confinement and shows the general prisoners received, discharged, transferred, escaped, or died, and mitigations of sentences, with all necessary dates and authorities for each month. About 1,000 of these returns are received and filed per annum.

5. The beneficiary designation is a form prepared in the case of every officer and enlisted man. All officers upon appointment and all recruits upon enlistment at the time of their appointment or enlistment make a designation of the person to whom shall be paid the six months' pay authorized by act of Congress approved May 11, 1908, as amended by the act of March 3, 1909, in the event of his death from wounds or diseases not the result of his own misconduct.

6. Miscellaneous reports: (*a*) The certificates of disability for discharge are made out in duplicate by the soldier's troop, battery, or company commander or other officer commanding a separate detachment to which he belongs and are sent to the surgeon who has charge of the hospital where the soldier is sick. The surgeon fills out his portion of the blanks, signs the surgeon's certificate, and forwards the papers to the post commander. These certificates, after having received the action of the highest authority to which they are required to be sent, are returned through the same channels to the post commander, who, if the discharge is authorized by the indorsement of the proper authority, signs the soldier's discharge certificate and last indorsement on the paper; he sees that the soldier is furnished with proper final statements in duplicate and forwards both certificates directly to the office of The Adjutant General of the Army, where one copy is filed, the other being transmitted to the Commissioner of Pensions. About 800 of these certificates are received and filed per annum.

(*b*) Final statements of deceased soldiers. In the case of a deceased soldier duplicate "final statements" are prepared and forwarded to The Adjutant General. These statements show the cause of death and the balance due the soldier or the United States. The statement is certified by the commanding officer.

(*c*) In every case of the death of a person in the Army a report of death and disposal of remains is made to The Adjutant General, and those relating to

enlisted men are filed in the Rolls Division. About 400 reports are received each year.

(*d*) Inventory of effects of deceased soldiers. In the case of the death of any soldier his immediate commander secures his effects and prepares an inventory, as required by the Articles of War, and notifies the nearest relative of the fact of death. Duplicates of the inventory, with final statement, are forwarded to The Adjutant General, and a third copy is retained by the officer.

(*e*) A personal report of noncommissioned officers is made on a form provided therefor by each noncommissioned officer detailed for duty with the Organized Militia and forwarded through department headquarters to The Adjutant General on the last day of each bimonthly muster period.

B. REGISTERS OF ENLISTED MEN, ETC.

1. A register of enlistments of men in the Army is kept in book records, divided according to sections of the alphabet, there being at the present time eight books for the Regular Army to cover the alphabet from A to Z; and one alphabetical register each for the Porto Rico Regiment of Infantry, the Philippine Scouts, and Indian Scouts.

The register contains columns for the following information:

Service number.	Age.	Regiment.
Names.	Occupation.	Company.
Enlisted:	Description:	Number of enlistment.
When.	Eyes.	Last service:
Where.	Hair.	Company.
By whom.	Complexion.	Regiment.
Period.	Height—	Date of discharge.
Where born:	Feet.	Remarks.
Town or county.	Inches.	
State.		

The entries in the register are made alphabetically, although not in strict alphabetical order, the most recent entries under a particular letter being made in the chronological order of their receipt.

(A. G. O. comment: The entries in the register are arranged by months under the initial letters of the men's surnames.)

About 35,000 entries are made in this register annually. Each volume will contain about 14,000 names.

2. A register of stations of post noncommissioned staff officers: This record has been discontinued.

(A. G. O. comment: The work of keeping of a record of this class was discontinued years ago.)

3. A register of soldiers admitted to the Government Hospital for the Insane: This is an alphabetical register and contains in one volume all the names of soldiers admitted to the Government Hospital for the Insane since the year 1856.

4. A register of appointments of post noncommissioned staff officers: There are four of these registers, showing: (*a*) Ordnance sergeants, (*b*) post quartermaster sergeants, (*c*) post commissary sergeants, (*d*) hospital stewards. These registers have been discontinued.

(A. G. O. comment: The work of keeping registers of these classes was discontinued years ago.)

5. Register of Indian scouts.

C. REQUESTS FOR STATEMENTS OF MILITARY SERVICE OF ENLISTED MEN.

About 13,000 requests per annum are received for this information. The inquiries are mainly from the Auditor for the War Department, Commissioner of Pensions, General Land Office, and other offices of the Government. Generally speaking, these requests are made for the purpose of ascertaining the rights of individuals who formerly served in the Army to back pay, the payment of a pension, or claim of some other nature. In most cases the requests are made on printed forms, which contain a blank space for setting forth the reply.

D. MISCELLANEOUS CORRESPONDENCE WITH THE STAFF DEPARTMENTS AND THE ARMY AT LARGE.

This correspondence, which is received to the extent of approximately 56,000 communications per annum, consists principally of inquiries of every nature relative to enlisted men, the answering of which necessitates an examination of the reports and records in the custody of this division. About three-fourths of these inquiries are received in this division directly from the Mail and Record Division, and they are exclusively treated by this division. The replies are prepared in the form of a written draft, which is transmitted to the Correspondence and Examining Division for typewriting only. The remaining one-fourth are memorandum inquiries from other divisions of The Adjutant General's Office, and are treated by the Rolls Division only by way of assisting the other divisions in which the correspondence is finally prepared to the extent of consulting the records of the Rolls Division and transmitting by means of a memorandum written on the record card the information necessary to enable the other divisions to prepare their replies in the particular cases.

E. PREPARATION OF ANSWERS TO VARIOUS INQUIRIES FROM MISCELLANEOUS SOURCES ON SUBJECTS RELATING TO ENLISTED MEN.

In this class, as in the class of correspondence referred to in the preceding paragraph, the functions of the Rolls Division extend to aiding other divisions which finally issue the reply by furnishing it with the information obtained from the records and reports in the Rolls Division or drafting the reply.

III. Methods of Conducting Work.

For the purpose of describing the methods of conducting the work of this division, such work may be said to fall into four classes: (*a*) the general administration of the division, (*b*) the checking of Army reports and returns, (*c*) the keeping of the registers and records, and (*d*) the conduct of correspondence.

(*a*) ADMINISTRATION.

In connection with the supervision of personal services, each employee is required to prepare a daily time and work report on a standard form used throughout The Adjutant General's Office. Each employee in the Rolls Division reports on this form the total time actually employed and the time employed and the quantity of work on the following activities:

1. Letters drafted.
2. Indorsements drafted.
3. Telegrams drafted.

4. Telegrams typed.
5. Statements of service prepared.
6. Searches made.
7. Papers filed.
8. Papers withdrawn from files.
9. Reports made (in correspondence record cards).

These reports are submitted to the head of the division.

A report of absentees is rendered by the chief of the division to the chief clerk of The Adjutant General's Office. Whenever an employee is late he must submit a written explanation of the cause of tardiness. A form is provided for this purpose.

A memorandum of cases on hand at specified hours is kept by the chief of the division or someone designated by him. This memorandum shows the number of cases on hand in each room throughout the division at each hour from 9 a. m. to 2 p. m., and each half hour from 2.30 p. m. to 4.30 p. m. This memorandum is used by the head of the division to determine the quantity of work of each subdivision and to show the points or division where men are needed, or where men can be spared.

A division daily report of work performed is submitted to The Adjutant General's Office by the chief of the division. This report is a summary of the employees' daily time and work report, and shows the number of letters drafted and cases disposed of under the same headings as used on the employees' report. A division report also contains a summary of the number of cases on hand, received and disposed of for the day, and the number of clerks present for duty and the number of absentees.

A division report of cases on hand at close of work is submitted by the chief for all cases which "have been one or more days in the office." This report shows the serial number of each case, the date of its receipt in the office, desk number and status. The report is submitted to the "tally clerk" in the Mail and Record Division.

(*b*) CHECKING OF ARMY REPORTS AND RETURNS.

This is the major part of the work of this division, and engages the activities of 24 persons. It consists mainly in examining the reports and returns to see that they are made out according to instructions, and drafting necessary letters, and in taking off therefrom of information which is needed in the register of enlistments.

In the following paragraphs are set forth the methods of work in relation to each particular class of reports received in this division.

(1) *Muster rolls.*—The envelopes containing the muster rolls are opened in the Mail and Record Division, and the rolls themselves are received in the Rolls Division directly from the former division. The distributing clerk checks the receipt of the muster roll against the card record of military organizations, and then files the roll. The clerk in charge of the force engaged in making the examination of the muster rolls consults the card index from time to time and selects certain rolls therefrom for examination by his force. A slip memorandum is made for each muster roll to be examined. These memoranda are distributed among the examining clerks, who extract from the files the muster rolls described thereon, as well as the muster rolls for the preceding bimonthly muster period.

Sixteen clerks are engaged in making the examination of muster rolls. The submitted muster roll and the entries thereon are compared with the muster roll submitted for the previous period in order to ascertain what changes have

occurred, and also to note errors and omissions. Any errors or omissions are made the subject of correspondence, the clerk preparing on a slip 3¼ by 8 inches a draft of a letter setting forth the nature of the error or omission, and the action necessary to correct the same, which slip is transmitted to the Mail and Record Division to be recorded, and thence to the Correspondence and Examining Division for preparation of the fair copy. The examining clerk notes:

(1) That all men who were on the preceding roll are accounted for; (2) he then takes off the gains since the last bimonthly muster on a memorandum slip; (3) he then takes off the losses; (4) he then examines the recapitulation and sees that the roll is properly signed and certified to; (5) he then notes whether the roll is made up in accordance with the printed instructions.

In all cases where an examination of the muster rolls discloses that an enlisted man has been dishonorably discharged, discharged without honor, has died, or deserted, a notice of that fact is made upon a card, which card is then transmitted to the clerks engaged in keeping up the register of enlistments in order that such changes as may have been made may be recorded on the register. The card is then transmitted to the identity section of the Tenth Street branch, where it is finally filed, after the information thereon has been employed to relieve the record of data which by reason of such changes no longer need to be kept in that section.

When the muster roll shows an enlistment or a transfer from one organization to another, a memorandum to that effect is made on a slip and sent to the section where the record of enlistments is kept, in order that appropriate entry may be made in that record. The slip is then destroyed.

(A. G. O. comment: This slip is used only temporarily, and no regular form is provided, an ordinary memorandum slip being used.)

When the muster roll shows a desertion or dishonorable discharge, a list of such losses is made upon a form and transmitted to The Auditor for the War Department.

The greater part of the work of the force engaged in the examination of muster rolls consists in transcribing therefrom the changes which have occurred since the submission of the preceding roll, each change being recorded upon a slip and arranged by the clerk in alphabetical order according to the individual affected. These slips are collected at different times of the day and thrown in alphabetical order and then delivered to the four clerks who work on the register of enlistments. The alphabetical arrangement of the slips enables the work to be distributed among all the clerks, so that if necessary eight men could work simultaneously upon the registers without interfering with each other. For example, the clerk working on register A to C would receive all the slips referring to individuals whose surnames begin with the initials A, B, and C.

When the clerk completes the examination of the roll, he inserts in the memorandum of examination of muster rolls, heretofore referred to, his name and the date of examination, making an entry for the examination of the roll of each particular company of the regiment. He then files both rolls.

The muster rolls are filed by companies or other minor organizations in document files. The arrangement in each file is chronological. As the boxes become filled, their contents are transferred to permanent files.

(2) *Enlistment papers.*—These papers are given the same critical examination as the muster rolls, and any correspondence which is necessary to correct errors or omissions is prepared by the men engaged in examining these papers and in practically the same way as in the case of the muster rolls.

An examination of the communications prepared in this division in relation to errors and omissions in connection with the enlistment papers and assignment

cards shows that at least 90 per cent of the errors fall into about 15 classes, among which may be stated the following:

1. Omission of the street and house number.
2. Declaration not signed.
3. Corrections made by officers on the enlistment contracts but not certified to by them.
4. Difference in name as shown by signature and as entered by officer.
5. Record of acceptance not filled in.
6. Consent of minors not filled in or signed.
7. Conflict of dates.
8. Conjugal condition not stated.

This particular work engages the activities of nine men, who are also engaged in record on the registers of enlistments and in filing enlistment papers.

(3) *Descriptive and assignment cards.*—The descriptive and assignment cards are examined as to their completeness, pertinent information therefrom is recorded in the register of enlistments, and they are then filed in jackets in alphabetical order. The examination includes a scrutiny of the signature and the assignment to a company.

(4) *The returns of general prisoners.*—The returns of general prisoners are received, examined as to completeness, correspondence necessary to correct errors or omissions is conducted. They are filed according to the two military penitentiaries in the United States, situated at Fort Leavenworth, Kans., and Alcatraz Island, Cal., and according to the military forts and posts where enlisted men may be confined for a short term. The monthly returns are filed, folded in file boxes by place and date. These returns begin with those of July 1, 1895. The examination of the returns is part of the duties of one clerk.

(5) *Personal reports of noncommissioned officers.*—Personal reports of noncommissioned officers on duty with the Organized Militia of States are filed in jackets in file boxes and are arranged alphabetically by the names of the noncommissioned officers.

(6) *Beneficiary designations.*—The beneficiary designations are examined to see that they are properly filled in and signed. If there is any defect in these designations a draft of a letter is written pointing out the correct action necessary to be taken, and this draft is sent to the Mail and Record Division to be recorded, and thence to the C. and E. Division for final typewriting. The beneficiary designations, when correct, are transmitted to room 51 of the Mail and Record Division, whence they are transmitted to the office of the Paymaster General.

(7) *Other miscellaneous reports.*—The miscellaneous reports relative to enlisted men of the Army, namely, the certificates of disability for discharge, final statements and inventories of effects of deceased soldiers, and reports of death and disposal of remains, are critically examined and certain transcripts are made therefrom in the register of enlistments by the force of this division. The examination is made for the purpose of securing material accuracy, completeness, and conformity to regulations. Errors, if committed, are corrected and omissions are supplied by means of correspondence.

The enlistment papers, descriptive and assignment cards, certificates of disability, final statements, inventories of effects, reports of death and disposal of remains, and notation cards are filed in a jacket. Prior to July 1, 1894, they were filed each class separately by years and arranged aphabetically in each year. Beginning with July 1, 1894, these classes of papers are grouped in three periods, namely, July 1, 1894, to December 31, 1899, January 1, 1900, to December 31, 1907, and January 1, 1908, to date. All papers for a period re-

lating to one man are filed in a jacket, these jackets being arranged alphabetically for the period. Since July 1, 1894, the jackets have been filed alphabetically, regardless of organization. Correspondence in relation to any of the inclosures in regard to a particular individual, however, is filed in the Mail and Record Division.

(c) KEEPING OF REGISTERS AND RECORDS.

The Registers of Enlistments contain a record of each man enlisted in the Army, showing his name, the date and place of his enlistment, by whom and the period for which enlisted, his personal description, the organization to which assigned, and, if a former soldier, the organization in which he served previously, and the date and manner of termination of service.

The entries in these registers are arranged chronologically by months, and are made under the initial letter of the man's surname. Eight volumes are used to accommodate the entire alphabet for the Regular Army, and with an Army of approximately the present strength of the military establishment a set of these books is filled in from three to four years. The "registers" begin with the enlistments made at the time of the reorganization of the Army in 1821 and are continuous up to the present time. In addition to these, one alphabetical register each is kept for the Porto Rico Regiment of Infantry, the Philippine Scouts, and Indian Scouts.

The enlistment registers enable the office by inspection of the relevant page column to ascertain promptly the cases in which the terminations of service of enlisted men are not shown by the records, and consequently to take steps to obtain information with regard to such terminations of service. Cases in which the records do not show termination of service of enlisted men are not infrequent. A systematic examination of the enlistment registers is made periodically with a view to discover these cases in which, although the period for which enlistment has expired, no termination of service is shown by the records. When any such case is found the responsible officer is called upon to report the facts in the case, and in this way a final record is obtained within a reasonable length of time after that separation from service and before the facts in the case have been lost or forgotten.

The enlistment registers enable the office to identify soldiers, or former soldiers in many cases, in which the actual or approximate date of enlistment is known but in which the organization is not known and the name, as given by the inquirer, varies from the service name. This occurs quite frequently, especially in cases of telegraphic inquiries from police authorities or other civil officials as to whether a man who enlisted about a certain date is wanted as a deserter. In many of these cases the inquiry is made by telegraph and names are frequently so changed in transmission by telegraph that the man whose record is desired can only be identified by means of an examination of the record, in the enlistment register, of enlistments made on or about the date indicated in the request.

The enlistment registers are the only source available for the compilation of certain statistical and other data called for by the Secretary of War, the Chief of Staff, and other officials of the War Department. For example, information concerning (*a*) the number of men in service at a given date whose terms of service will expire within a certain period, or (*b*) the number of men enlisted during a certain period who had prior military service, or (*c*) the manner of termination of service of deserters restored to a duty status during a certain period, and (*d*) much other information of a similar character can be obtained only from these registers.

The keeping up of the registers of enlistments engages the attention of four clerks exclusively. The method of making entries in the register is as follows:

Such information as may be necessary to enter on this register from the muster rolls is placed upon the slip card heretofore described, and from that card the information is recorded on the register. In case of descriptive and assignment cards the cards themselves are transmitted to the clerks handling the register and the appropriate information from those cards is transcribed into the book. The miscellaneous information which is placed upon the register under the heading "Remarks" is entered by various clerks of the office from information contained in miscellaneous reports, the handling of which comes particularly within the scope of their duties.

The other register kept in this division described in section "B3" is important and its keeping involves very little work.

(*d*) THE CONDUCT OF CORRESPONDENCE.

The incoming correspondence falls into two main classes, first, the current Army reports and returns, and, second, letters or memoranda of inquiry necessitating compiling information from the records of the division. The first class of correspondence, except beneficiary designations, is filed in this division, the second, together with press copies of the replies, is filed in the Mail and Record Division.

As previously stated, about 120,700 current Army reports and returns are received in this division per annum. The letters and memoranda received in this division amount to approximately 90,000 per annum, divided as follows:

Letters requesting statements of military service of enlisted men	13,000
Letters from the staff department and the Army at large	54,000
Memorandum requests from bureaus of the department	2,000
Letters from miscellaneous sources	21,000

About 47,000 of the above communications are treated jointly with other divisions to which statements are furnished from the Army reports and returns on file in this division. This class of correspondence, treated jointly, may be particularly decribed as follows:

(*a*) Correspondence from the Army at large relative to enlisted men, requests for enlistments, for transfers, for furlough, for discharge, for appointment as sergeant of the post noncommissioned staff, for appointments as commissioned officers, for details on militia duty, data for issue of deserters' circulars, data for issue of campaign badges, etc., etc. (no data returned from which the number of each class given can be estimated)	40,000
(*b*) Miscellaneous correspondence of civilians consisting of requests for certificates in lieu of lost discharges, for deserters' release, for clemency in behalf of general prisoners, certificates of death for insurance purposes, congressional or other inquiries calling for both military and medical history or where service was in Volunteer or Regular Army or both, as an officer or enlisted man, etc., etc	7,000

The activities of the Rolls Division in respect of the preparation of correspondence are confined to the drafting of letters and indorsements on the subjects which fall within its jurisdiction, which drafts are typed in the Correspondence and Examining Division. Its other function is to furnish upon call by other divisions of The Adjutant General's Office the data and information from its own records which will enable the other divisions to complete the replies which are being prepared in those divisions. This is done by handwritten memorandum on the record cards. Only about 1 per cent of the outgoing correspondence is typed in this division.

(A. G. O. comment: The division also prepares or partly prepares the answers to the requests from the bureaus of the Treasury and Interior Departments for statement of service. These answers are handwritten indorsements.)

The following table shows the general classes of outgoing communications in connection with which this division enters, either wholly or in part:

Communications relative to completion of Army reports and returns	13,400
Statements of military service of former enlisted men	15,000
Communications relative to status or whereabouts of enlisted men	14,000
Telegrams relative to deserters	600
Answers to inquiries from other bureaus of the War Department	2,000

Of the above 45,000 communications prepared annually in this division 600 are typewritten telegrams and 27,400 are handwritten drafts of letters and indorsements, the latter being sent to the Correspondence and Examining Division to be engrossed, amounting to 60 per cent of the total. All statements to bureaus of the Treasury and Interior Departments, responses to the unrecorded requests of all the other bureaus of the War Department, and statements pertaining to deserters and dishonorably discharged soldiers furnished the Auditor for the War Department are handwritten and amount to 17,000 per annum, or 40 per cent of the total. Of the 45,000 above referred to, prepared in this division, all statements to the bureaus of the Interior and the Treasury Departments, or 40 per cent of the Army correspondence and 80 per cent of the miscellaneous correspondence, or 26,400 in number, are in the form of indorsements.

(A. G. O. comment: Of the 45,000 above referred to, prepared in this division, 77 per cent are in the form of indorsements, 33 per cent being statements to the bureaus of the Interior and Treasury Departments, wholly or partly prepared in this division, and 44 per cent being drafts prepared in this division in the other classes of cases.)

COMMUNICATIONS RELATIVE TO COMPLETION OF ARMY REPORTS AND RETURNS.

About 13,400 communications per annum are prepared in this division, looking to the correction of mistakes or omissions in Army reports and returns. The Army reports and returns are opened in the Mail and Record Division, but are not numbered or recorded, being transmitted directly from the Mail and Record Division to the Rolls Division for treatment. The method of preparing the outgoing communications in respect to this class is as follows:

A hand-written draft is made on the slip form of record card and this draft is transmitted to the Mail and Record Division to be recorded, and thence to the Correspondence and Examining Division for engrossing. The work of the Cor-

respondence and Examining Division and Mail and Record Division in respect of this class of correspondence is described in other sections of this report. The work of the Rolls Division is limited to the preparation of the hand-written drafts.

(A. G. O. comment: Not all drafts are hand-written in this division; some are typewritten.)

The main part of the remainder of the correspondence, namely, such relating to statements of military service of enlisted men, relative to the status or whereabouts of enlisted men, relative to deserters, and in answer to inquiries from other bureaus of the War Department, is received from the Auditor for the War Department, Commissioner of Pensions, and the General Land Office, and other sources. It is opened in the Mail and Record Division, and after numbering and recording is delivered to the distributing clerk of the Rolls Division, whose duty it is to assign the inquiries to the various clerks.

All these communications are accompanied by record cards when received in the Rolls Division. The requests from the Commissioner of Pensions, the Auditor for the War Department, General Land Office, and Civil War associations are accompanied by green record cards when the requests involve no complications. Requests from any of the sources mentioned which may involve some complications in the reply, together with requests from all other sources, including those from Congress, the comptroller, Civil Service Commission, associations and societies, are accompanied with the white cards, which are used for recording all communications belonging to the "regular" file as contrasted with the "statement of service" file. All communications of this class, i. e., requests for miscellaneous record information, are considered as belonging to the regular correspondence, as distinguished from the statement of service file, and are recorded on white record cards.

The treatment accorded communications by the Rolls Division is as follows:

The communications are distributed by the chief of the division or his assistant to the clerks having assigned to them particular phases of the work, who examine the records and draft on the record card the reply to the communication, or list the information which is necessary to be contained in the reply, or prepare in longhand, usually on the incoming form, the reply. About four clerks are exclusively engaged in preparing the replies in these cases, and they are assisted by clerks whose regular duties embrace the examination of muster rolls and other reports and returns and who incidentally aid in the preparation of correspondence.

The information which is placed upon these forms constitutes the return communication itself, so that the Rolls Division exclusively prepares the reply. In some cases the inquiry will involve a search of the medical records, in which event it is the usual practice for the Rolls Division to place their section of the data in connection with the reply on the form, and for the Medical Division to add the information transcribed from their records on the same form so that the two sections taken together constitute the reply to the inquiry, and the only indorsement made on the record card is to the effect that statement has been furnished. In such cases where there may be a discrepancy in records in either division, the information which is finally incorporated in the reply is placed on the record card, from which it is transcribed by the Rolls Division, and in some few cases the Medical Division prepares the reply in form for dispatch. The record card and incoming communication in cases in which this division has drafted a reply are transmitted to the Correspondence and Examining Division, which engrosses the fair copy.

IV. Relation to Other Divisions.

As before stated, this division prepares exclusively no correspondence other than the first draft of outgoing correspondence which is reviewed and engrossed by the Correspondence and Examining Division.

(A. G. O. comment: This division prepares, in whole or in part, the reply in "statement of service" cases.)

The actual checking and comparing of the current Army reports and returns and drafting of relevant correspondence lies exclusively within this division, but the correspondence in relation thereto is engrossed by the C. and E. Division.

The correspondence from the Army at large relative to enlistments in the Regular Army, changes of status, and other correspondence relating to enlisted men in active service, the applications for campaign badges, certificates in lieu of lost discharges, deserters' releases, and applications for clemency for general prisoners, together with various miscellaneous correspondence relative to former enlisted men, all of which classes amount to about 47,000 incoming communications per year, are treated jointly with other divisions of The Adjutant General's Office, and none of the correspondence prepared as the result of such cooperation or joint treatment is dispatched from this division.

V. Organization and Salary Roll.

This division has 52 employees of the following salary grades:

1 chief of division at	$2,000
2 clerks of class 4 with salaries aggregating	3,600
2 clerks of class 3 with salaries aggregating	3,200
10 clerks of class 2 with salaries aggregating	14,000
29 clerks of class 1 with salaries aggregating	34,800
8 clerks, at $1,000	8,000
Total salary expense	65,600

The following is a list of persons employed in the division, and shows the nature of the work upon which each is engaged and the salaries:

List of clerks employed in the Rolls Division of The Adjutant General's Office, showing the nature of the work upon which engaged and the salary of each clerk.

Name.	Nature of work upon which engaged.	Salary.
Fred H. Stafford	Chief of division	$2,000
Thomas Y. Yeates	Assistant chief of division	1,800
James G. Hudson	Investigation of difficult cases and drafting correspondence relative thereto.	1,800
Morton C. Patterson	Drafting correspondence and reviewing searchers' reports from records.	1,600
Ph. R. R. M. Sattes	do	1,600
Anton Brem	do	1,400
Jno. J. Kiley	Examiner of papers of deceased soldiers and certificates of disability of discharged soldiers, also searching records and drafting correspondence.	1,400
Wm. H. Huckleberry	Searching and reporting from records and drafting correspondence and receiving and distributing cases.	1,200
Wm. H. B. Ramsay	Examining general and special orders and noting extracts therefrom on the records.	1,200

List of clerks employed in the Rolls Division of The Adjutant General's Office, etc.—Continued.

Name.	Nature of work upon which engaged.	Salary.
Robt. M. Ball	Examiner and recorder of enlistment papers of Porto Rico Regiment and Philippine Scouts; examiner of muster rolls, descriptive and assignment cards, and beneficiary designations of those organizations; and returns of general prisoner. Also drafting correspondence.	$1,200
John Stadler	Searching and reporting from records and drafting correspondence.	1,200
Wm. P. Robb	do	1,200
Chas. Kline	do	1,200
Geo. H. Foster	do	1,000
Herman Rayermann	do	1,400
Carl Von Wedel	do	1,400
Edward L. Cogan	do	1,200
Stephen H. Curran	do	1,200
Frank A. Huston	do	1,200
G. Carroll Dimond	do	1,200
Jos. C. Faris	do	1,200
Charles E. Currier	do	1,200
Paul Wuttke	do	1,200
Thos. P. Cook	Searching and reporting from records and drafting correspondence; also stenography.	1,200
Lester G. Chase	do	1,200
Theo. B. Stothart	do	1,200
Geo. W. Riggles	In charge of the work of room 62, examiner of enlistment papers, descriptive and assignment cards, and beneficiary designations; also drafting correspondence relative thereto.	1,400
Frank J. Bell	Examiner of enlistment papers, descriptive and assignment cards and beneficiary designations; also drafting correspondence relative thereto.	1,200
Jno. B. Blackburn	do	1,200
Alfred B. Horner	Recording in the registers of enlistments the enlistment contracts, noting assignments and transfers therein; jacketing and filing the enlistment contracts and descriptive and assignment cards.	1,200
Alfred H. Elliott	do	1,400
Walter Lansche	do	1,200
Gottlieb Nasahl	do	1,000
Harry A. Johnson	Recording in the registers of enlistments the memoranda prepared by the roll examiners of discharges, deaths, retirements, and desertions.	1,200
Wm. J. Armstrong	do	1,400
Louis Lindner	In charge of work in room 61; examiner of muster rolls; also drafting correspondence.	1,200
Paul T. Cheek	Examiner of muster rolls and drafting correspondence relative thereto; also searching records and preparing answers to requests for individual military histories.	1,200
Frank H. Smith	do	1,200
Irving Winslow	Examiner of muster rolls and drafting correspondence relative thereto.	1,000
August Nicholson	In charge of the work in room 64; receives and checks the receipt of muster rolls and personal reports of noncommissioned officers detailed with Organized Militia; also drafting correspondence.	1,400

List of clerks employed in the Rolls Division of The Adjutant General's Office, etc.—Continued.

Name.	Nature of work upon which engaged.	Salary.
Harvel M. Shannon	Examiner of muster rolls and drafting correspondence relative thereto; also searching records and preparing answers to requests for individual military histories.	$1,400
Alfred Bates	do	1,200
Walter Prichard	do	1,200
Elmer C. Sauer	do	1,000
Robt. N. Bayles	Examiner of muster rolls and drafting correspondence relative thereto.	1,400
Seth T. Bowen	do	1,200
John W. Robbins	do	1,200
John B. Gross	do	1,200
George Wright	do	1,000
Chas. L. Thomas	do	1,000
Rufus S. Tucker	do	1,000
Mrs. Kate H. Greene	Copying and repairing mutilated rolls	1,000

K. DESCRIPTIVE REPORT OF APPOINTMENT, COMMISSION, AND PERSONNEL DIVISION OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

I. Location.

This division is situated on the third floor in the northwest wing of the State, War, and Navy Building and occupies room 346 and about one-third of 348. There are nine clerks in room 346 and four in room 348, the chief of the division being in room 346.

II. Functions and Work.

In general, the work of this division pertains to all matters relating to the commissioned personnel of the Regular and Volunteer Armies of the United States.

Specifically it consists of—

(*a*) Conducting correspondence and action or the preparation of orders relating to nominations, appointments, commissions, assignments to duty, personal movements, promotions, resignations, and retirements of commissioned officers, the military education at civil institutions, and the several service and garrison schools of the Army, changes in the personnel of officers at the Military Academy, service schools, foreign capitals, recruiting service, the examinations, appointments, and retirements of paymasters' clerks.

(*b*) Conducting correspondence with, and preparation of orders for, the appointment of boards of officers for the examination of applicants for appointment as officer or cadet or detail in the Ordnance Department and candidates for promotion or retirement.

(*c*) Conducting correspondence relating to the attendance of militia officers at service schools; the preparation of reports on bills pending in Congress relating to the business of The Adjutant General's Office; the preparation of orders publishing general court-martial trials of officers and cadets that require the action of the President; claims for mileage and commutation of quarters; officers delinquent in rendering reports, answering communications, or meeting certain private obligations.

Specifically it consists of—

(*d*) The custody of files relative to applicants for appointments as officers of the Army; individual tenders of service in case of war; officers examined for promotion and when; the lineal and relative rank of officers.

(*e*) The publication of annual Army Register of the commissioned personnel and organizations of the Army.

(*f*) Posting of copy of lineal and relative rank lists and preparing list of all changes among commissioned officers for monthly Army List and Directory; and

(*g*) Preparation of appointments and commissions.

III. Methods.

Nine of the clerks handling correspondence are provided with typewriters, on which are prepared drafts and letters, but in the collection of data on record cards it is the custom sometimes to write the requests for information with pen and ink.

A majority of the requests for information in collecting data necessary to complete cases are sent to the Returns Division and pertain to the records of officers and organizations. The forms of request are usually as follows: "Returns Division: for memo. Kohr per E. J. D. 4:10." Other requests used are "For status, for record of leaves, for statement of service." In cases that involve the amount of detached service of an officer it is necessary that the statement of the Returns Division be made on a separate slip that can accompany the papers when submitted to the Chief of Staff. This is to avoid having record cards leave the office, it being a rule of The Adjutant General's Office never to take a record card from the office, even during the consideration of a case by some other office of the War Department. Special forms are used, both for attaching to record cards and for writing letters, that pertain to the acknowledgment of papers, the transmission of orders when it is desired to give additional instructions or information, and the formal notification of officers of action by the War Department.

Forms have also been prepared for a card file showing verbatim copies of commissions.

The preparation of orders regarding or affecting officers or organizations of the Army of whatever nature is based on instructions received from the Secretary of War through the Chief of Staff.

Each case on which orders are based is prepared on a record card, and usually constitutes the statement of the Returns Division, regarding the officer's status and orders, and the instructions of The Adjutant General regarding the wishes of the Secretary of War as communicated by the Chief of Staff. These orders must conform with the latest decisions of the comptroller, regarding commutation of quarters, authorized travel, etc., thus protecting not only the officer but also the War Department. Drafts are prepared and sent to The Adjutant General, who O. K.'s the action for initialing, and are then sent to the Returns Division for the necessary data on which the Orders Division distributes necessary copies. When the printed copy of the order is received in the Mail and Record Division, notations of the paragraph, number, and data are inserted on the record card, thus giving a complete record of the case. The preparation of orders concerning general court-martial trials of officers and cadets which require the action of the President is in compliance with Army Regulations, which stipulate

that general orders shall be issued in such cases for the information of the entire Army.

The records showing the lineal rank and relative rank of the officers of the Army are kept in a bound book and show the lineal and relative file numbers, name of officer, date of rank, and the corps or arm of each officer. The positions of officers on the lineal list and on the relative list are changed by promotions, retirements, resignations, reductions of files or dismissals resulting from sentences of general court-martial trials, dropping for desertion, honorable discharges, or deaths. But only those officers' positions or file numbers are changed who hold positions in the same rank below those changed as stated above.

The records showing the lineal rank in organizations are kept on individual cards, arranged numerically by rank and organizations. This method has, since our first visit of observation, been substituted for a record in a bound book similar to the record of lineal rank and relative rank.

The publication of the annual Army Register is made by order of the Secretary of War, in compliance with law, on the first of each December. It contains individual records of the rank held by each officer of the Army, either on the active or retired list, during his service, either as an officer or enlisted man of Volunteers or of the permanent establishment; the date and place of birth and the place from which appointed; the dates of detail in staff corps, or departments, and dates of transfers between organizations of officers are included in this record. These individual records of officers are arranged by the organizations to which the officers belong and by rank as of December 1. Supplemental lists and tables, showing the lineal rank of officers of the line, the relative rank of all officers on the active list, casualties occurring during the year, the pay of the Army, the organization of the Army, and memorandum of retirements by operation of law for the following calendar year complete the Register. It is printed as a War Department document and contains approximately 630 pages, printed on both sides, measuring 5⅞ by 9¼ inches.

POSTING COPY OF LINEAL AND RELATIVE RANK LISTS FOR MONTHLY ARMY LIST AND DIRECTORY.

The copy is prepared in the Returns Division and sent to the Register section of the A. C. P. Division for posting. Proof for this part of the directory is read in this section. The list, showing the personnel of organizations, the date of rank, and lineal order is prepared in the Returns Division and checked in this section of the A. C. P. Division.

A card record, showing all pending applications for appointments from civil life, as well as of applicants who have been examined, with results of examination, is kept. The arrangement is alphabetical.

A list of the individual tenders of service in case of war is kept, alphabetically, on a card record.

The names of officers examined for promotion, and when, are kept on cards which show the name, rank, organization, authority for and date and place of examination, marks, and findings of the board. The date promoted, suspended from promotion for one year, discharged, or retired is also shown.

The appointments and commissions of officers are prepared by pen engrossers, and nominations to the Senate by typewriters, in the Register section of this division for the signatures of the proper officials.

IV. Organization and Expense.

Names of clerks in the Appointment, Commission, and Personal Division of The Adjutant General's Office, with their salaries and the nature of their duties.

Name.	Nature of duties upon which engaged.	Salary.
H. A. Kohr	In charge of division	$2,000
H. S. Brinkerhoff	Conducting correspondence and preparation of orders relating to the Philippine Scouts; the Porto Rico Regiment of Infantry; to applications for appointments or details as officers of those organizations and to examinations for appointment and promotion of such officers; to applications and examinations for appointment in future Volunteer forces and to examinations and appointments as paymaster's clerks; preparation of reports on bills pending in Congress relating to the business of this division and also to other divisions of the office; conducting correspondence relating to the annual physical examination and tests of field officers of the Army; preparation of orders publishing general court-martial trials of officers and cadets requiring action of the President. Has special duties of miscellaneous character assigned to him from time to time by The Adjutant General. Conducts correspondence relating to attendance of militia officers at Army Service Schools.	2,000
K. M. Lowe	In charge of Army Register section. Supervises the preparation of nominations for appointment and promotion of Army officers; the preparation and issue of commissions; the keeping of the record of such nominations and commissions and all records necessary to the issue of the annual Army Register; the preparation of copy for that publication and the necessary proof reading; the arrangement of lists of officers according to rank and precedence for guidance of the office and for publication in the monthly Army List and Directory; furnishes data for action on questions of assignments to and transfers to and from organizations, staff departments, etc.	1,800
R. Lawton	Assistant to Mr. Lowe and performing duties of same character	1,400
L. G. Baumgardner	Engrossing and recording in Army Register section	1,000
E. J. Becker	Correspondence and preparation of orders pertaining to general and staff officers, their assignment to duty and personal movements; details and changes in officers of the Military Academy; military education at civil institutions of learning and changes in officers serving thereat; changes in military attachés at foreign capitals; details and changes in officers on the recruiting service; appointment of boards to examine applicants for appointment to the Medical Corps and Medical Reserve Corps and as cadets at the Military Academy, and correspondence with the former; correspondence and appointment of boards pertaining to examinations for details in the Ordnance Department; miscellaneous.	1,800
Miss J. G. Kelton	Correspondence and action on all applications for appointment to the Army as commissioned officers, other than medical officers; preparation of orders appointing boards for the examination of candidates, and correspondence with the boards; examination of reports of examination and action on such reports up to the time candidates are appointed or nominated for appointment; keeping track of individual tenders of service in case of war.	1,600

Names of clerks in the Appointment, Commission, and Personal Division of The Adjutant General's Office, etc.—Continued.

Name.	Nature of duties upon which engaged.	Salary.
L. Frierson	Correspondence and action on subjects pertaining to the several service schools (War College, Staff College, Coast Artillery School, Engineer School, Mounted Service School, Medical School, Signal School, School of the Line, School for Bakers and Cooks, Field Engineer School, Field Service and Correspondence School for Medical Officers, School of Fire for Field Artillery, garrison schools at the several military posts), details at foreign schools; preparation of orders making changes in instructors and students; examination and appointment of veterinarians and correspondence concerning them; action on claims for mileage and commutation of quarters in usual cases; correspondence with officers delinquent in rendering reports or answering official communications; miscellaneous.	$1,600
Mrs. G. I. Palmer	Correspondence and preparation of orders pertaining to line officers—their assignment to organizations on appointment and promotion, their transfers and personal movements generally; preparation of orders convening retiring boards, and correspondence with such boards; action on all cases of retirement from active service; action on complaints against officers for failure to pay private debts or meet other personal obligations; miscellaneous.	1,400
Miss A. O. Joyce	Correspondence, preparation of orders, and action generally in all matters pertaining to the examination of officers for promotion; preparation of records of service and medical histories sent to promotion boards; keeping track of the lists of the several arms and grades to see that officers are examined at the proper time; action on applications for leaves of absence; action necessary to secure depositions of witnesses in court-martial cases; miscellaneous.	1,200
F. D. Peterson	Stenography and typewriting	1,200
H. Roberts	Stenography and typewriting	1,200
W. F. Baxter	Stenography, typewriting, recording, and assisting with Army Register work; examination of reports of annual physical examination of officers below the rank of major.	1,000

L. DESCRIPTION OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EXPENSE OF THE MILITARY ACADEMY DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division occupies one room, No. 355, on the third floor, north wing of the State, War, and Navy Building. The room is of ample size for the number of persons in the division and the volume of business transacted therein. At present, although there are four persons assigned to this division, there are but two regular desks and one typewriter desk in the division, no accommodation having yet been made for the recent addition of another stenographer and typewriter.

II. Functions and Work.

The work of this division consists of:

A. Correspondence pertaining to the United States Military Academy. This correspondence may be classified under the following headings:

1. Financial matters, contracts, etc.
2. Educational matters.
3. Appointment of cadets.
4. Examination and admission of cadets to the academy.

B. Appointment of cadets to the academy. The work incident to this function may be divided into the following parts:

1. The maintenance of records showing the representation of the States and congressional districts in the Military Academy.
2. Notification of Congressmen of vacancies.
3. Issuance of cadet appointments, discharges, etc.
4. Compilation of lists of persons nominated for cadetships, to be used by examining boards and the Superintendent of the Military Academy.

A. CORRESPONDENCE.

The correspondence of this division is subjectively divided into several classes, first,

1. *Financial matters, contracts, etc.*—All correspondence received by The Adjutant General in regard to appropriations, requisitions of disbursing officers, contracts, proposals for improvements, repair, etc., of the Military Academy, is referred to this division. If the information can be furnished by this division it is disposed of here; if other action is necessary, it is submitted for instruction or sent to the proper office for attention. All records of such letters, briefs, etc., are kept by the Mail and Record Division of The Adjutant General's Office.

2. *Educational matters.*—All correspondence relative to the courses of study pursued by the cadets, recommendations by the Academic Board at the academy regarding changes of text books, studies, etc., comes to this division. Replies are drafted for these letters where the information is available and in cases where personal consideration is necessary on the part of The Adjutant General, or other officials, the matter is submitted to them.

3. *Appointment of cadets.*—All correspondence relative to the appointment of cadets is answered in this division. All information relative to such matters is available from the records kept by this division.

4. *Examination and admission of cadets to the academy.*—All correspondence relating to the requirements of candidates for admission to the academy, such as the physical and mental examinations which they are required to pass, is answered by this division. General information relative to the appointment and admission of cadets to the Military Academy is issued in pamphlet form by the War Department. These pamphlets are supplied to this division and are generally inclosed in letters replying to this class of inquiries.

The volume of all correspondence carried on by this division is shown by the following figures, which are estimates submitted by the chief of division.

Number of letters annually received and sent out.

	Incoming.	Outgoing.
Relating to nominations and appointments of cadets	3,000	3,500
Miscellaneous inquiries	1,400	1,400
Relating to cadets in the service	600	600
Total	5,000	5,500

B. APPOINTMENT OF CADETS TO THE MILITARY ACADEMY.

The maintenance of a record showing the representation of the States and congressional districts at the Military Academy, the notification of Congressmen of vacancies in the academy, the issuance of cadet appointments, discharges., etc., and the forwarding of lists of nominations to the boards of examiners and the superintendent of the academy are treated together under the heading "Appointment of cadets," because of the very close relationship existing between these functions.

1. *Maintenance of records showing the representation of the States and congressional districts in the academy.*—This division keeps a card record, arranged by States and congressional districts, of all cadets in the academy. This record is kept on a card 3¼ inches by 8 inches. It shows the State and district from which the cadet was appointed, his name, residence, date of his admission to the academy, date on which he is to be graduated, by whom nominated, the file number, a space for remarks, and a space to record the nominations of candidates to fill the place of this cadet upon his finishing three years of his course or upon his discharge from the academy. The cards comprising this record are kept in a vertical file, which is known as the "live" register. After the cadet leaves the academy this card is transferred to a permanent or "dead" file, where it is filed in the same manner as in the "live" file. Another permanent file is kept of cadet appointments, in which the cards are filed alphabetically by the name of the appointee. This file is composed of cards of the same size as those used in the district register.

Records relating to contracts are kept in this division on regular contract cards. In this division are the files of all matters concerning the Military Academy from 1812 to July 1, 1894, and from January 1, 1898, to January 1, 1905. The records for the period from July 1, 1894, to January 1, 1898, and from January 1, 1905, to the present time are kept in the Mail and Record Division.

The records in this division are filed chronologically and by serial number.

2. *Notification to Congressmen of vacancies.*—One year before a cadet shall have completed three years of his course at the academy, the Congressman representing the district from which this cadet was appointed is invited to make nominations of candidates to fill his place in the academy. The Congressman can nominate one principal and two alternates. This notification is made by a form letter. Blanks on which to make nominations are furnished the Congressman.

3. *Issuance of cadet appointments, discharges, etc.*—After the nominations of the Congressman have been received in the division, the cards for the alphabetical record are made, a notation of the nominations is made on the live record card, corresponding to the nominee's district, and a notice of the contemplated appointment is mailed to the candidate. This notification is made by

means of a form letter. When the candidate replies to this notification, either by acceptance or refusal, a notation is made on the live record card. The original papers are all kept by the Mail and Record Division.

After the examination papers are marked by the academic board a list of the candidates is forwarded by the Superintendent of the Military Academy to this office, and a warrant of appointment is issued to each successful candidate. A copy of this warrant is attached as Exhibit G. A card register of cadet warrants is kept in this division. This register is composed of cards 3¼ inches by 8 inches in size, which are filed alphabetically. It is used for the replacement of lost warrants. When the cadet actually enters the academy the live register card is made, and it replaces the card of the last cadet appointed from the congressional district of this cadet. The old card is placed in the previously mentioned dead file.

4. *Compilation of lists of persons nominated for cadetships, to be used by examining boards and the Superintendent of the Military Academy.*—Just previous to the holding of an examination, this division makes up lists, by certain Army posts, of all nominees, who are to take the examination. A list is sent to the examining board at each Army post where an examination is to be held, showing the names of the candidates to be examined. A similar list of all candidates is made and sent to the Superintendent of the Military Academy.

III. Methods of Conducting Work.

There are practically no lines drawn in this division as to definite assignments of special classes of work performed. The chief of division, Mr. Wood, attends personally to each branch of the work, the three clerks in the division acting as assistants. Mr. Evans or Mr. Scott do all stenographic work; Miss Garesche is generally employed in copying or filling in blank forms on the typewriter. All correspondence coming into the division is read by the chief of division; if it is necessary for a reply to be made it is dictated by him, or turned over to one of the stenographers for his attention.

Mr. Evans, known as the assistant chief of division, generally makes the notations on the cadet-slip records and acts as chief of division in the absence of the chief.

The stenographer and typewriter, Mr. Scott, has just come into the division since Mr. Evans has been off on leave and is at present performing his duties. On his return Mr. Scott will take the place of Miss Garesche while she goes on leave, but no provision has yet been made for him after her return.

IV. Relation to Other Divisions.

The work of this division seems to have been kept separate from the work of the other divisions since the establishment of the Military Academy; the division that seems to be the most closely related to this division is that of the Mail and Record Division.

V. Organization and Salary Roll.

This division has four employees of the following salary grades:

Chief of division at	$2,000
1 clerk of class 2, salary	1,400
2 clerks of class 1, with salaries aggregating	2,400
Total salary expense	5,800

The following is a list of persons employed in the division, showing the salary and nature of the work upon which each is engaged:

Name.	Nature of work upon which engaged.	Salary.
Henry C. Wood	Chief of division; correspondence incident to the supervision of the United States Military Academy and to the appointment, examination, and admission of cadets to that institution.	$2,000
William L. Evans	Assistant to the chief of division in conducting correspondence and in keeping necessary cadetship records.	1,400
George E. Scott	Expert stenography and typewriting, and assistant in correspondence.	1,200
Octavie Garesche	Type copying	1,200

M. DESCRIPTIVE REPORT OF RETURNS DIVISION. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, EQUIPMENT, AND EXPENSE OF THE RETURNS DIVISION OF THE ADJUTANT GENERAL'S OFFICE, WAR DEPARTMENT.

I. LOCATION.

This division occupies one main room and part of the corridor, on the second floor, and one file room on the fifth floor of the State, War and Navy Building. The main room and corridor, which latter is separated from the main corridor by a 10-foot wire screen, is in the east wing of the building. The main room, numbered 259, is occupied by the chief of the division and six clerks. The balance of the room not thus occupied is used for the filing of returns, the bound books containing the compiled records of these returns and bound volumes of orders, Army List and Directories, Army Registers, and other literature of a miscellaneous nature. That part of the corridor inclosed for the use of this division is numbered 259½ and is occupied by six clerks, there also being files of personal reports of officers of the Army, files of returns, and two wardrobes. The room on the fifth floor is in the northwest wing of the building and is numbered 546. It is used as a file room for personal reports, such department and other returns, papers, and records to which reference is but rarely desired.

II. FUNCTIONS AND WORK.

The work of this division consists of three main classes:

1. The custody of files of original military records as follows:

(*a*) File of original returns of organizations of the Regular Army.
(*b*) File of original returns from military posts occupied by the Regular Army.
(*c*) File of original personal reports submitted by officers of the Army.
(*d*) File of registers of compiled service of Regular and Volunteer officers and organizations of the Army.
(*e*) File of registers of commissions and appointments of officers of the Regular and Volunteer Armies of the United States.
(*f*) File of original returns of casualties in organizations.

2. Compiling the records of service of officers and organizations of the Regular Army of the United States in the following ways:

(*a*) Stations and duties or service of officers and organizations.
(*b*) Foreign service of officers on active duty.
(*c*) Detached service of officers of the line on active duty.
(*d*) Leave record of officers on active duty.
(*e*) Strength of the Army by organizations at end of each month, showing gain and loss.

3. Furnishing information from the records in the following ways:
   (*a*) Publishing the Army List and Directory each month.
   (*b*) Publishing a list of Army officers and their families, and families of deceased officers residing in or near the District of Columbia.
   (*c*) Publishing a station list of organizations each month.
   (*d*) Publishing a monthly list of officers who have exceeded the amount of leave to which they are entitled for the information of the Pay Department and the office of the Auditor for the War Department.
   (*e*) Answering inquiries from other divisions, the Chief of Staff, Congress, and miscellaneous sources.

1*a*. The file of original returns of the organizations of the Regular Army consists of the returns received once a month from each organization of the Regular Army. These returns are prepared on forms approximately 8½ by 11 inches, printed on both sides, at the headquarters of the organizations, for the purpose of showing in detail the exact strength in officers and men at midnight on the last day of each month, and to show the events, individual service of all officers, and changes in personnel occurring during the month. In addition to these regular monthly returns received from organizations, field returns are prepared and forwarded to the War Department by oganizations or detachments of same when away from their permanent stations for the purpose of showing the date of leaving station, the intended destination, and the strength of the command.

1*b*. The file of original returns from military posts occupied by the Regular Army consists of the returns received once a month from each garrisoned post thereof and, like the returns from organizations, are prepared on forms approximately 9½ by 11 inches, printed on both sides, for the purpose of showing, in detail, the exact strength in officers and men at midnight on the last day of each month. Also to show the events, individual service of all officers, and changes in personnel occurring during the month.

1*c*. The file of original personal reports submitted by officers of the Army consists of reports, mostly on forms 3¼ by 8 inches, that are submitted by certain officers of the Army showing, in detail, their duties and status at date of report or for a stated period. These reports are required for the purpose of keeping the War Department informed of the location and status of all officers not on duty with organizations, of all staff officers or officers performing staff duty, and of all officers retired from active service.

1*d*. The file of registers of service of Regular and Volunteer officers and organizations of the Army, compiled from the original records at time they were received, consists of bound books of varying thickness, measuring 12 inches in width by 16 inches in length, containing the compiled service of all officers of the Regular and Volunteer Armies. The file is classified by arms of the service, as follows: Infantry, Cavalry, Artillery, Staff, Porto Rico Regiment of Infantry, and Philippine Scout officers, and retired. Each volume contains the compiled service for one year of all the officers of the arm or class covered by that volume. The officers in each volume are classified by organizations and by rank, their service being shown as follows in a space 2 inches wide by 20 inches long, half the length being on each side of the binding fold: Name, rank at beginning of calendar year, increase of rank, if any, during the year, stations, whereabouts and status on the last day of each month. Leaves of absence, sickness, detached service, special duty, or the fact that the officer was absent without leave or in arrest at any time during the month is also shown. All orders affecting an officer's status are borne on this record in red ink in abstract form, thus showing for the year the status of the officer in detail and the authority for same. Each volume also shows, for the year,

the commissioned personnel of the organizations covered by that volume, the number, names, and rank of officers for any desired period, and, in the case of line officers, the commissioned personnel of a company, troop, or battery can be determined for any period desired. In addition to the above information a record is shown of the stations and service of each organization of the Army for the year and any changes that may have occurred in the organization, such as the formation of an additional company or the reorganization of a regiment.

1*e*. The file of registers of commissions and appointments of officers of the Regular and Volunteer Armies of the United States consists of large, bound volumes containing, in chronological order, a record of the commissions or the appointments of officers, the date issued, date accepted, and such other information as is of value to the War Department regarding the officer and the manner of his entry into the service. The volumes are not compiled in the Returns Division, but in the Register section of the A. C. P. Division. The reason for this file being in the Returns Division is that, in answering inquiries from the auditor and others, it is often necessary to refer to the original entries in verifying the record of service.

1*f*. The file of original returns of casualties in organizations consists of returns received from organizations, showing, after the close of each action, all the casualties that occurred among the officers and enlisted men. The form requires that the name, rank, company, regiment, or corps, nature of casualty, etc., be stated; also a statement of the troops engaged and a record of events.

2. Compiling the records of service of officers and organizations of the Regular Army of the United States consists of five divisions:

(*a*) Stations and duties or service of officers and organizations.
(*b*) Foreign service of officers on active duty.
(*c*) Detached service of officers of the line on active duty.
(*d*) Leave record of officers on active duty.
(*e*) Strength of the Army by organizations at end of each month, showing gain and loss.

2*a*. The recording of the stations and duties of officers and organizations consists in recapitulating the data found on returns, personal reports, and official papers, for the purpose of showing, for each calendar year, the service in detail of each officer and organization of the Army. Note description of "Registers of service," paragraph 1*d*.

2*b*. The record of the foreign service of officers on active duty is for the purpose of determining the proper officers to relieve those completing tours of service outside the geographical limits of the United States, and of furnishing information to the Paymaster General and the Auditor for the War Department for "foreign pay" purposes, and shows the dates of leaving and returning to the United States and the dates of arrival in and departure from the foreign country. The length of time in years, months, and days is shown for each tour, and the total of all tours determines the position of the officer on the roster (as the record is termed), as the officers are classified on the roster by arms of the service and by rank in the order of the total amount of time to their credit, the officer having the least amount being in the first position.

2*c*. The record of the detached service of officers of the line on active duty is for the purpose of showing the total amount of time that an officer has been absent from the organization to which he is assigned for duty or from the arm of the service in which he is commissioned. Detached service has been defined by act of Congress approved August 24, 1912, and the record is shown in accordance with this definition.

2*d*. The record of the amount of leave used by each officer of the Army on active duty is for the purpose of determining, at any time, the amount to which an officer is entitled on full pay, also to determine if an officer has exceeded the amount to which he is entitled on full pay, for by law an officer draws only half pay for the time he is on duly authorized leave in excess of the amount to which he is entitled.

2*e*. The record of the strength of the Army by organizations at end of each month, showing gain and loss, is a recapitulation of the statements on returns, showing the strength in officers and men of each organization, and of the entire Army on the last day of each month, and the gain and loss in detail by source and cause.

3. The furnishing of information from the records may be divided into four groups:

(*a*) Publishing the Army List and Directory each month.

(*b*) Publishing a list of Army officers and their families and families of deceased officers residing in or near the District of Columbia.

(*c*) Publishing the Station List of Organizations each month.

(*d*) Publishing a monthly list of officers who have exceeded the amount of leave to which they are entitled, for the information of the Pay Department and the office of the Auditor for the War Department.

(*e*) Answering inquiries from other divisions, the Chief of Staff, Congress, and miscellaneous sources.

3*a*. The Army List and Directory is an official document of The Adjutant General's Office published on the 20th of each month, containing, in addition to other information a complete roster of the officers of the United States Army, the personnel of organizations, the lineal and relative rank of officers, and an alphabetical list of officers, showing their addresses. It is published in pamphlet form, 7⅛ by 10⅛ inches in size, and contains about 125 pages. The register section of the A. C. P. Division posts the lineal and relative rank lists for the Returns Division.

3*b*. The list of Army officers and their families, and families of deceased officers residing in or near the District of Columbia, is published in pamphlet form twice a year, about the first of November and the first of January.

3*c*. The Station List of Organizations is published on the last day of each month, and contains a list of the stations of the United States Army and a list of the garrisoned posts, with the garrisons of each. It is printed on both sides of a sheet 11½ by 18 inches in size.

3*d*. The Leave List of Officers for the Pay Department and the office of the Auditor for the War Department is a monthly list published on the last day of each month containing the names of officers absent on leave in excess of the time allowed by law, as shown by latest returns received at the War Department. It is printed on one side of a sheet 8 by 10½ inches in size.

3*e*. Answering inquiries from other divisions, the Chief of Staff, Congress, and miscellaneous sources may be classified as follows:

(1) Status of officers or organizations:

(*a*) On record cards.

(*b*) By phone.

(*c*) By persons.

(2) Statements of:

(*a*) Detached service of officers.

(*b*) Foreign service of officers.

(*c*) Leave record of officers.

(*d*) Military records of officers.

(*e*) Stations of officers or organizations.

III. Methods.

1. FILING RECORDS.

(*a*) *Returns.*—All returns now received in the division are in three even folds, measuring when so folded 3¾ by 8½ inches. The size has varied, however, as new forms have been printed, so that some returns when folded measure as large as 4½ by 11½ inches, and are folded in three or four folds, as the size of the return may require. Returns of all kinds are filed, folded as received, on end, in a "Woodruff" wooden file box. These boxes measure approximately 4½ inches in width, inside measure, and 10½ inches in depth and height. The returns are filed chronologically by organizations, the file boxes being placed in wooden cases or sectional shelves, four boxes in a section.

These cases or shelves are built up as high as the size of the room will permit, and are mostly against the wall. But for lack of wall space in room 259, the main room of the division, four cases are placed about 4 feet from the wall cases and parallel to them in two tiers.

(*b*) *Personal reports.*—As most of the reports received from officers are on forms 3¼ by 8 inches they are filed in "Woodruff" wooden file boxes, on end, in envelopes, thus separating the reports of one officer from those of another. The envelopes are filed alphabetically and the reports in each envelope chronologically. All reports received that have been made on paper larger than the form above mentioned are folded two or three times, as may be necessary, before filing. Such reports are also briefed with the officer's name and date, as an aid in filing and in locating a desired report later. In order to render the reports easy of access the boxes are emptied every two years and transferred to the file room of the division, room 546.

(*c*) *Registers.*—These volumes are placed on end, inverted, to facilitate handling and searching and are classified by arms of the service and whether of the Volunteer or Regular Army. Shelves are inserted in the filing cases at a convenient height for reference and are provided with a drop shelf, which serves not only as a rest for books and papers but as a shield against dust that would otherwise blow in and settle on the volumes not in use.

2. COMPILING SERVICE OF OFFICERS AND ORGANIZATIONS.

Posting to registers from returns is accomplished by passing the returns, as they are received, from one compiler to another, each one taking the data on the returns that affects the records he is compiling. For example, the compiler in charge of the Infantry register posts all the data on each return that concern the service of an Infantry organization or officer. As the proper designation of all officers is shown on each return, compilers select the records to be posted by not only reading the name but the designation also. In cases of material discrepancy between organization and post returns, or between returns and personal reports or other official papers, the attention of the commanding officers concerned is called to the discrepancy for the purpose of correcting the data that is wrong. This is true in compiling the service of the Infantry, Artillery, Staff, Cavalry, Philippine Scout, and Porto Rico Regiment of Infantry officers, but not of the retired officers nor of the register showing the strength of the Army. The service of retired officers is posted from personal reports received each month from all officers on the retired list, which reports are required by the Army Regulations. The register showing the strength of organizations of the Army is compiled from the statement of strength, shown in figures on each return. The posting of personal reports received from officers is

accomplished by each compiler posting those affecting the records in the register of which he is in charge. The filing clerk distributes the reports to each compiler, as the reports are received. The posting from official papers other than returns and reports include special orders and record cards. These affect the future status of officers or are authorizations of certain acts and are material evidence in the records. Orders are passed along by each compiler in the same manner as are returns. The record cards go directly to the compilers concerned.

The posting to the foreign service, detached service, and leave record rosters is accomplished by the compilers in charge, taking, periodically, the information necessary for each from the several registers of service. The compiler in charge of the foreign service roster, in addition to this, examines all returns from organizations and posts outside the United States for the purpose of keeping the roster posted up to date. This is a very essential feature in answering inquiries from the Chief of Staff regarding officers available for foreign service, and from the Paymaster General and the Auditor for the War Department for foreign service pay purposes.

3. *The information furnished from the records* is prepared by the clerk or clerks in charge of the registers or rosters containing the information requested.

(*a*) The copy for the Army List and Directory is prepared in five operations;

(1) Two Directories of the last issue are cut and pasted onto sheets, one column of printing on each sheet.

(2) Each compiler in charge of the registers of Infantry, Artillery, Cavalry, Staff, Philippine Scouts, and Porto Rico Regiment of Infantry, and Retired Officers posts on this copy all changes which have occurred in the personnel of organizations or in the rank or addresses of officers since the Directory went to press last.

(3) On receiving the proof of this copy from the printer it is compared with the copy.

(4) The corrected proof is then posted by each compiler mentioned, with all changes occurring since the first posting of the copy.

(5) An effort is made each month to check the personnel of organizations and the rank and addresses of officers as shown by the Directory with the records in the registers, for the purpose of detecting errors, but it is rarely possible for all compilers to check both the personnel of organizations and the rank and addresses of officers, due to the work involved thereby and to the pressure of other work.

The first posting to the copy is begun on the 8th of the month; the copy is sent to the printer on the 11th; returned with proof on the 14th; and sent finally, with corrected proof, on the 18th. The forms are closed on the 19th and 20th and the Directory is issued on the 25th. The portion of the copy pertaining to the lineal and relative ranks is sent to the register section of the A. C. P. Division, which posts it, reads the proof, and, when corrected and posted, sends it to the Returns Division for forwarding to the printer. This section also checks the personnel of organizations for the purpose of detecting errors in the lineal order or date of rank.

(*b*) Copy for the printing of the monthly station list of garrisoned posts is prepared much in the same manner as is the Army List and Directory. Each compiler checks the last issue of the list with his record to see that the stations of the organizations are correct. One copy is used in the checking and when completed is put on the desk of the chief of the division for forwarding to the printer. Proof is received, which is checked and again posted up to date. The copy is usually started in preparation about the 22d of the month, so that it can be issued on the last day of each month.

(*c*) The List of Officers who have exceeded the amount of leave to which they are entitled, which is published for the information of the Pay Department and the office of the Auditor for the War Department each month, is prepared on a large sheet by the clerk in charge of the leave-record roster. It is the duty of this compiler to know the amount of leave to which each officer is entitled on full pay. If an officer has but a few days left to his credit in the present leave year, it is the duty of the clerk to go to the register containing that officer's service, and ascertain if the officer has had any leave since the last posting to the roster. If the register shows that leave has been granted and used that will put the officer on a half-pay status, the officer's name, the date that the leave of absence commenced, the station of the officer when it commenced, a statement of the leave that he has had prior to the present one, the time granted on present leave, and remarks, such as the date of rejoining from the present leave. If an officer is absent without leave during the month this fact is noted on this list. When the copy has been completed by the compiler in charge of the leave-record roster, it is placed on the desk of the chief of the division, who forwards it to the printer for a proof. When the proof is received it is corrected and returned to the printer in time for printing and issuing on the last day of the month. It is usually necessary to start the preparation of this list on the 22d. in order to have it completed and pritned by the last day of the month.

IV. Organization and salary roll.

Name.	Nature of work upon which engaged.	Salary.
O. C. Pierce	In charge of the division	$1,800
F. B. Heitman	Furnishing information from the records and miscellaneous work.	1,800
T. C. Farrow	Examining Army returns, posting monthly Army strength, and compiling statistics.	1,400
R. Beck	In charge of register of Artillery officers and furnishing information therefrom. Compiling monthly Army List and Directory and station list.	1,200
W. S. Eatherly	In charge of register of Cavalry officers and furnishing information therefrom. Compiling monthly Army List and Directory and station list.	1,200
H. E. Skinner	In charge of register of staff officers and furnishing information therefrom. Compiling monthly Army List and Directory and station list.	1,200
E. R. Hunting	In charge of register of Infantry officers and furnishing information therefrom. Compiling monthly Army List and Directory and station list.	1,400
E. H. Halbach	Compiling detached-service roster of officers of the line on active duty.	1,200
R. D. Coyner	Compiling foreign-service roster of officers on active duty	1,200
B. R. Stough	Assisting in compiling roster of foreign service	1,000
J. H. Wright	In charge of register of retired officers. Compiling monthly Army List and Directory; assisting in filing monthly personal reports of officers.	1,200
M. J. Sullivan	In charge of register of Philippine Scouts and Porto Rico Regiment of Infantry officers. Compiling monthly Army List and Directory. Filing personal reports of officers.	1,200
C. L. Holt	Stenography and typewriting	1,200
Total		17,000

EQUIPMENT.

The equipment of the division consists of six flat-top mahogany desks, one typewriter desk, five desk tables or sanitary desks, one table, one revolving bookcase, one inclosed maple bookcase, one large, brass chandelier, lighted with gas mantles, and four 16-candlepower electric globes. The chandelier is in room 259, and in the aisles between the filing cases there are also tungsten drop-lights used in locating the desired files. In the corridor room, 259½, the lighting is by a ceiling tungsten light of 60 watts. There are two windows in room 259 facing the east and one facing south. There is one window opening on the porch and facing east in room 259½.

The expense of material used in the Returns Division consists of four leather-bound books, with canvas covers, for the Infantry, Cavalry, Staff, and Artillery officers for each year's records; one book for the retired officers, for three years' records; one book for Philippine Scouts and Porto Rico Regiment of Infantry officers for five years' records; and one book for the strength of the Army for five years. The cost of the four volumes first above mentioned for 1912 was $97.58.

N. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, EQUIPMENT, AND EXPENSE OF THE MEDICAL DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division occupies four rooms on the third floor of the State, War, and Navy Building, numbered 363 to 373, inclusive, and three rooms, numbered 1, 2, and 8, on the main floor of the Army Medical Museum Building, and one large basement room in the west wing of the same building. This latter portion of the division is sometimes referred to as the Seventh and B Street Section of the Medical Division. Two of the rooms in the State, War, and Navy Building are large rooms, having two entrances each. The number of employees in the two buildings on July 1, 1912, is as follows:

State, War, and Navy Building—	
Rooms numbered 363 to 365	9
Rooms numbered 367 to 373	4
Army Medical Building—	
Room numbered 1	2
Room numbered 2	0
Room numbered 8	8
	23

II. Functions and Work.

The work of the Medical Division consists of:

(*a*) The custody of files.

(*b*) Furnishing reports on the medical history of soldiers in the Mexican War, Civil War, Indian wars, and War with Spain, and the permanent military establishment.

FILES.

The files contain the medical records of the Army, both Regular and Volunteer troops, from 1821 to December 31, 1910. These files contain a great variety of original medical papers, including the monthly reports of sick and wounded, personal papers relating to individual patients, and personal reports of medical

officers separated from the service, together with medical-record cards which have been prepared from original records. The arrangement of the file, covering so long a period, necessarily varies; but generally the records of hospitals are filed by hospitals, the records of organizations are filed by organizations, personal records are filed alphabetically by organizations, and the medical-record cards are filed alphabetically by organizations.

There are 5,942,000 medical-record cards of volunteers of the Civil War, 1,000 medical-record cards of volunteers of the Mexican War, and 1,060,000 medical-record cards of Regular soldiers on file in the State, War, and Navy Building, and 2,000,000 medical-record cards of Regulars on file at the Army Medical Museum Building. In cases where cross references are necessary in the file of medical-record cards, cross-reference cards are placed in the files with such information as will enable the clerk to locate the proper medical-record cards without difficulty.

The individual-record cards on file in rooms 363 to 373, State, War, and Navy Building, were made up at the Tenth Street branch, and cover records up to January 1, 1884. Subsequent to that date, and up to 1905, the cards, with the exception of those for volunteers in the Spanish War, were prepared in the Surgeon General's Office and were transferred at one time to the Seventh and B Streets branch. Since 1905 all the cards are prepared in duplicate at posts or hospitals, and constitute the original records (registers being no longer in use in the Army). The original cards are forwarded to the Surgeon General's Office monthly, together with monthly reports of sick and wounded, and are filed in the Surgeon General's Office, where they remain until after the close of the fiscal year. The Surgeon General's Office uses these cards for the compilation of statistics and then sends them to the Seventh and B Streets branch of the Medical Division annually, where they are filed. The Medical Division receives annually from the Surgeon General's Office 97,000 medical-record cards and 2,800 monthly reports. As these cards are received at the Army Medical Museum Building they are immediately distributed into temporary file boxes so that a searcher may be able to refer to them readily. They are placed in the permanent file as promptly as possible, two or three clerks from the Medical Division's force in the State, War, and Navy Building (room 363) assisting in the filing when current work permits.

Medical-record cards for volunteer soldiers in the Spanish War and Philippine Insurrection were made up at the Tenth Street branch and are filed there. These cards are filed in jackets with military-record cards and personal papers. The original reports and records from which these cards were prepared are on file at the Seventh and B Streets branch.

In cases where posts or hospitals have been discontinued the duplicate copies of cards, together with other papers, reports, etc., which were at the time of preparation retained at the post or hospital, are sent to The Adjutant General's Office. They are filed in the Medical Division under the name or number of the post or hospital. All papers, orders, and other administrative documents of a discontinued post or hospital which have no bearing upon an individual case are tied into a package and filed in the basement of the Army Medical Museum in numerical order, an index for the same being kept according to the post or hospital. Hospital registers and prescription books of abandoned posts and hospitals of the Mexican War and since are filed on shelves by States and a book index kept. These records are seldom referred to.

Data concerning births, marriages, and deaths of civilians in hospitals are carded from monthly reports and filed in alphabetical order by subject. This work is done at the Seventh and B Streets branch and requires very little time,

the average number of this class of cases carded per year being as follows: Marriages, 44; births, 571; deaths, 183.

Medical personal papers for volunteers in the Civil War are on file in the Regimental Records Division, and for volunteers in the Spanish War at the Tenth Street branch.

FURNISHING INFORMATION.

The number of requests received annually is as follows: For medical history, 2,000; for military and medical history, 16,000. These may be classified as follows: Civil War cases, 9,000, or 50 per cent; Spanish War cases, 1,800, or 10 per cent; Regular Army cases, 7,200, or 40 per cent. This is an average of about 62 cases per day.

It is difficult to estimate the time spent in preparing the necessary information on a single case, for the reason that a case may be satisfactorily disposed of by reference to the medical record cards only, or the case may also require a search to be made through the individual papers, the hospital registers, and the prescription books of the hospitals which are filed at the Army Medical Museum Building. Some cases are in such condition that it is clearly necessary to refer to original records in order to make a complete report, while other cases are in such condition that it is a matter of individual judgment whether a search of original records should be made.

A printed form is used by the Pension Office in making requests for military and medical histories, and the requested information is entered upon another printed form furnished by The Adjutant General's Office. (The latter form is the same size as that used in making the request for the information.) When the case is completed both forms are returned to the Pension Office. In former years the information supplied by the Medical Division to the Pension Office was indorsed upon the form used in making the original inquiry.

A printed form is also used by the Auditor for the War Department in making request for military and medical histories, but the information is indorsed upon the original inquiry.

III. Methods.

Each clerk makes a daily report of work performed and the clerk in charge of the division sends to the chief clerk a consolidated daily report. A daily report is also made to the "tally clerk" in the Mail and Record Division showing unfinished cases on hand at close of day that have been one or more working days in the office, the number of each case and status. A daily report of absentees is made to the chief clerk.

Medical record cards were not made covering cases from January 1, 1884, to January 1, 1894, except for a few States. Searches for information for this period are made through the original monthly reports of sick and wounded. These records are on file at the Seventh and B Street branch. Mr Manning, the clerk in charge of the Medical Division, has recommended to The Adjutant General's Office that those records be carded.

When a card, or a set of cards pertaining to a soldier, is withdrawn from the file, a marker or charge card is left in its place, showing the name of the soldier, the number of the case, and the initial of the searcher charged with such card, or set of cards. A book record is also kept of each card withdrawn, showing the case number, surname of the soldier or officer, card number, and as the cards are returned to the file, the entry in the book is canceled by making a check mark.

In the files of medical cards are a number of cards for men whose military organization is not shown, due to error or incompleteness of original record from which cards were made. At spare times clerks go through these files and the original records with a view to ascertaining the military organizations in which the men served, and so enable the division to make proper entry on the card and to file it in its proper place. About 6 per cent of the time of all clerks in rooms 363 to 373 is devoted to this work.

Cases received in the Medical Division for action may, for the purpose of illustrating their movement, be classified as follows:

1. Civil War cases, Volunteers.
2. Regular Army cases, prior to January 1, 1884.
3. War with Spain and Philippine Insurrection cases.
4. Regular Army cases January 1, 1884, to date.

About 80 per cent of the cases received are statement-of-service cases (green record card), i. e., calls from the Commissioner of Pensions and Auditor for the War Department for medical history, or for both military and medical history. About 20 per cent of the cases received are requests from other divisions of The Adjutant General's Office for information, made on the correspondence record card (white) or on separate memorandum. These cases are subject to the same movement after reaching the Medical Division as the statement-of-service cases, according as they may come within classes 1, 2, 3, and 4, indicated above.

The movement of the statement of service cases may be described as follows: All are received in the Mail and Record Division, briefed, numbered, and distributed as follows:

Class 1.—To the Regimental Records Division where a statement of military history is prepared; thence, with the medical personal papers from Regimental Records Division inclosed to the medical card room, 367, where the medical cards pertaining to the man are inclosed and the case forwarded to the receiving desk in room 363; thence distributed to the medical examiners and indorsed to examine each case with a view to its completeness, cause any further needed search to be made, and then add the medical history to the statement of service; thence to the reviewing desk in room 363; thence to the military examiners in room 51, Mail and Record Division (after returning the medical cards and personal papers to their respective files by forwarding them to the proper rooms for that purpose).

Class 2.—To the Regular Army Rolls Division for military record; thence to room 367 for medical cards; thence to room 363 where case is completed as indicated in class 1.

Class 3. To Tenth Street branch, where military statement is prepared; thence, with medical cards and personal papers from Tenth Street branch inclosed, to room 363, where the medical record is added to the statement of service, and the case disposed of as indicated in class 1. The medical cards and personal papers are returned to Tenth Street branch for file.

Class 4. The Regular Army Rolls Division for statement of military record; thence to receiving desk in room 363; thence to Seventh Street branch for medical cards, personal papers, and report as to physical defects noted at enlistment; thence, if necessary, to Tenth Street branch for additional report as to physical defects noted at enlistment; thence to room 363; thence to Surgeon General's Office, should the man's service extend later than December 31, 1910; thence back to room 363, inclosing such medical cards and personal papers as may be found in Surgeon General's Office; thence to medical examiners and indorsers, who add the full medical history to the statement of service. The case is then disposed of as in class 1, all medical cards and personal papers being returned to their proper files.

From January 1 to August 15, 1912, 1,226 cases—a daily average of 6.38 cases—were referred to the Surgeon General's Office for report on medical records pertaining to the period subsequent to December 31, 1910.

The movement of cases within the State, War, and Navy Building is accomplished by means of the regular five-minute messenger system of the office.

The movement of cases to and from Seventh Street section, Tenth Street branch, and the State, War, and Navy Building is accomplished by means of the regular office mail wagon at stated intervals during the day.

IV. Organization, Duties, and Salaries of Employees.

This division was, until 1889, under the supervision of the Surgeon General's Office as part of the Record and Pension Division of that office. This latter division was consolidated, with some divisions of The Adjutant General's Office, into the Record and Pension Division of the War Department.

The names, compensation, and duties of employees in the Medical Division of The Adjutant General's Office, on July 1, 1912, are as follows:

ROOMS 363 AND 365.

Names.	Nature of work upon which engaged.	Salary.
J. N. Manning	In charge of division	$1,800
J. F. Cash	Receiving cases addressed to room 363, examining cases, and distributing same to searchers and indorsers.	1,800
J. L. Owens	Searching casualty lists, death and discharge records, and personal papers, United States Army, prior to Jan. 1, 1884.	1,400
P. M. Kennerly	Examining cases, collecting record information, and preparing statements of medical histories.	1,000
H. W. Durnall	do	1,000
J. S. F. Sessford	do	1,000
D. G. Struble	do	1,400
D. F. Murphy	do	1,200
M. G. Chew	Reviewing statements of medical histories	1,000
ROOMS 367 TO 373 (MEDICAL CARDS PRIOR TO JAN. 1, 1884).		
K. N. Harper	In charge of section; returning withdrawn cards to the files, and at times assisting at the receiving desk.	$1,600
L. C. Blaks	Receiving cases, issuing same to searchers, and keeping record of medical cards charged out. Also assisting in searching at times.	1,400
W. L. Drury	Searching medical card files	1,400
J. B. Sitler	do	1,200
ORIGINAL MEDICAL RECORDS SECTION, SEVENTH AND B STREETS SW.		
W. F. Snyder	In charge of section	$1,800
C. F. Small	Receiving cases, issuing cases to searchers, attending telephone, and examining searchers' reports.	1,600
R. E. Harvey	Returning medical cards to files, examining medical card files, and searching.	1,400
L. P. Altscheu	Searching and reporting from records, and filing records	1,400
W. W. Giles	do	1,400
F. H. M. Murray	do	1,200
W. O. Whitney	do	1,200
J. H. D. Nordeman	do	1,200
E. G. Murrell	do	1,200
J. D. Marx	Reviewing, filing, and cataloguing medical records	1,400

One messenger at $720 per annum is assigned to the part of the division in the State, War, and Navy Building from the subclerical force under the supervision of Mr. Keiper. One laborer at $660 per annum is assigned to the Seventh Street branch from the Tenth Street subclerical force.

Fifty per cent of the time of clerks at Seventh and B Street branch, which is equivalent of the full time of five employees, is consumed in separating and filing papers and records coming in from time to time from posts and hospitals.

O. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, EQUIPMENT, AND EXPENSE OF THE REGIMENTAL RECORDS DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

LOCATION.

This division occupies 44 rooms on the fourth floor and 3 rooms in the basement of the State, War, and Navy Building. These rooms are located in the north, east, south, and west wings of the building. One room, numbered 450, is occupied by the chief of the division. The room adjoining the chief of division's room is occupied jointly by the Regimental Records and Archives Divisions. This is a large room and is numbered 452 and 454. The Regimental Records Division uses this room for a file of personal papers of men who were in the Volunteer Armies in the Civil War. It is also used by a clerk in the Regimental Records Division, who is employed in printing, with rubber type, forms for emergent or temporary use and room numbers or other addresses on mail jackets, envelopes, etc., for all divisions of The Adjutant General's Office. The Archives Division uses this room for a file of prisoner-of-war records, which is in charge of one of the employees of that division. The remaining rooms occupied by the Regimental Records Division are used for file purposes. These rooms are grouped into sections each of which is in charge of a clerk known as an "in-box" clerk. The files are so arranged that the record cards for any given military organization are located in a room as near as possible to the room containing the original military records from which the card records were prepared.

The numbers of the rooms designated as the stations of the "in-box" clerks together with the numbers of the rooms assigned to each "in-box" station are as follows:

"In box" station.	Files of military record cards.	Files of original records.
402	402 and 404	400
405	403 and 405	400
411	409 and 411	414
	410 and 412 (Revolutionary War)	
431	430 and 431	415
455	449, 451, 453, and 455	460, 486
463	463, 465, 467, 469, 471, 473, and 475	460, 480
468	461, 462, 464, 466, and 468	482, 484
477	477, 479, 481, and 483	486, 488
489	485, 487, and 489	486, 488

All military record cards and original records contained in the rooms listed in the above statement relate to the Civil War, Mexican War, and Indian wars, with the exception of the military record cards in rooms 410 and 412, which

relate to the Revolutionary War. The original records of the Revolutionary War are not filed in this division, but in the Archives Division.

In rooms 44, 46, and 47, in the basement of the State, War, and Navy Building, are located the files of the original records of volunteer troops in the Spanish War. The record cards which have been prepared from these original records are filed in the Tenth Street branch of The Adjutant General's Office because of lack of room in which to file these record cards in the State, War, and Navy Building.

The chief of this division has an index showing the numbers of the rooms in which are filed the military record cards and original documents for the regiments furnished by each State during the Civil War, Mexican War, and Indian wars. The form of this record is as follows:

Location of carded military records.

State.	No. of original record room.	No. of card room.	State	No. of original record room.	No. of card room.
Alabama	488	402	Missouri	400	405
Arizona	488	405	Nebraska	400	402
Arkansas	400	402	Nevada	400	402
Brigade bands	480	477	New Hampshire	488	489
California	488	489	New Jersey	486	455
Colorado	400	405	New Mexico	488	405
Colored troops	414	411	North Carolina	488	489
Connecticut	486	489	New York	415	431
Dakota	400	402	Ohio	480	463
Delaware	486	477	Oregon	400	402
Departmental Corps	480	463	Pennsylvania	482	468
District of Columbia	488	477	Rhode Island	486	489
Florida	488	489	South Carolina	488	489
Georgia	488	489	Tennessee	400	405
Illinois	460	455	Texas	488	405
Indiana	460	463	U. S. C. T	414	411
Indian H. G	400	402	U. S. Vols	414	411
Iowa	400	402	U. S. V. V. Inf	414	411
Kansas	400	402	U. S. V. V. Eng	414	411
Kentucky	400	402	U. S. S. S	414	463
Louisiana	400	402	Utah	400	402
Maine	488	409	V. R. C	414	452
Maryland	488	477	Vermont	486	489
Massachusetts	486	477	Virginia	488	489
Michigan	484	468	Washington	488	489
Minnesota	488	405	West Virginia	488	489
Mississippi	488	489	Wisconsin	484	477
Mississippi M. Brig	460	463			

FUNCTIONS AND WORK.

The work of this division consists of three main classes:

(*a*) The custody of files of military record cards and of original military records, as follows:

1. File of military record cards of volunteers in the Civil War, Indian Wars, and War with Mexico.
2. File of personal papers of volunteers in the Civil War.
3. File of regimental books and papers of volunteer organizations in the Civil War, Indian Wars, and War with Mexico.
4. File of regimental books and papers of volunteer organizations in the War with Spain.
5. File of military record cards relating to the Revolutionary War.

(*b*) Furnishing information from records.

(*c*) Printing, by use of hand type, or for emergent and temporary use, and room numbers or other addresses on mail jackets, envelopes, etc., for all divisions of The Adjutant General's Office.

FILE OF MILITARY RECORD CARDS OF VOLUNTEERS IN THE CIVIL WAR, INDIAN WARS, AND WAR WITH MEXICO.

This file includes the individual military record cards and some "personal papers," i. e., original documents pertaining to one man only, of volunteers in the Civil War, Indian Wars, and War with Mexico, together with a card index. The military record cards and personal papers are filed together while the index cards are in a separate file.

The *military record cards* contain the information concerning individuals, which was reported on certain original military records and reports, such as muster-in rolls, muster rolls, descriptive books, returns, muster and descriptive rolls, and muster-out rolls. A special printed form of record card was used for each class of original records from which information was transcribed, but all cards are of the standard size, 3¼ inches by 8 inches. The work of preparing these cards was completed several years ago. A separate record card was prepared for each name on each muster roll or other original record, and all the cards for each man were then assembled. There are thus as many cards for a man as the number of times his name appeared on separate muster rolls and other records. A serial number was stamped upon the back of each record card. One series of numbers was used for all cards prepared from the records of troops in all wars. The numbers were assigned in serial order to the names as they appeared on the original records. The numbers of the record cards for any man may be widely separated in the series, since some of his record cards may have been prepared from records receiving the first numbers in the series, while other record cards may have been prepared from records receiving much higher numbers in the series.

Personal papers consist of such original documents as pertain to one man only. The personal papers on file in the Regimental Records Division are those of volunteers in the Civil War. Most of the personal papers—approximately 80 per cent—have been placed in the military record card file, while the balance are still in a separate file. It is the intention to eventually transfer all personal papers to the military record card file. The personal papers include the following: Bed cards, burial records, certificates of disability for discharge, court-martial charges, descriptive lists, discharge certificates, enlist-

ment papers, final statements, furloughs or leave of absence, medical certificates, medical descriptive lists, orders, prisoner of war records, resignations, miscellaneous papers relating to military service or history.

The personal papers on file for a man are inserted in an envelope which is filed in the jacket containing the military record cards for that man. The envelope containing the papers has spaces on the front for entering the name of the man and of the organization in which he served, and also has a printed list of the several kinds of personal papers, with spaces for recording the number of papers of each kind filed.

The military record cards for each man, together with any personal papers which may be in the record card file, are placed in a separate file jacket. The jacket measures 4⅛ by 9⅜ inches. On the front of the jacket spaces are provided for entering the following information:

1. Name of man.
2. Designation of the regiment and company in which he served.
3. Rank on entering and on leaving the service.
4. List of the serial numbers of military record cards contained in the jacket.
5. Number of personal papers contained in the jacket.
6. Reference to old document file mark of papers showing an office notation.
7. Cross reference to any other military organizations in which this man served.

The jackets containing the military record cards are filed by States. Under each State the cards for men in the Civil War are placed first and are followed by the cards of men in the Indian Wars, and lastly by cards for men in the War with Mexico. The cards for each war are arranged first by the several branches of the service, as follows:

1. Cavalry, by regiments, battalions, and independent commands.
2. Artillery—heavy artillery followed by light artillery.
3. Engineers.
4. Infantry, by regiments.
5. Men unassigned to commands.
6. Personal papers for men whose organization is not stated thereon, and for men for whom no military record cards are on file.

The first box of record cards for each regiment or other separate organization is labeled in red so as to assist the searchers in readily locating organizations. In the first box for each regiment are cards containing office notations and cards containing a history of the organization. These cards are known as "General notation cards" and "Record of events cards." Following the jackets containing these cards are the jackets containing the military record cards of the men in the organization. These jackets are arranged alphabetically in dictionary order by the names of the men. The jackets are numbered serially by regiments, a new series of numbers being used for each regiment. The jacket numbers are entered in red ink at the top of the jackets. The purpose of these numbers is to indicate whether any jackets are missing from the files.

The record card file contains many cross references. These are made to cover service in different commands and different forms of spelling proper names. Cross references are made in two ways: (1) At the foot of a jacket containing military cards, and (2) on a cross-reference slip, jacket size, in the case of a name under which no military cards are filed. Prior to 1907 file jackets instead of slips were used for this purpose. In some of the file boxes over one-third of the jackets are merely cross references and contain no record cards.

The military record cards which were originally placed in the custody of this division consisted of those prepared at the Tenth Street branch from the muster rolls and certain other regularly prepared military records. Additional cards to the number of about 3,000,000 were later prepared from special and miscellaneous records and these cards were retained in the Tenth Street branch. It is the practice to transfer these cards from the Tenth Street branch to the State, War, and Navy Building as rapidly as they are needed for reference purposes, and to file them with the other military record cards in the Regimental Records Division. At the present time about 1,000,000 cards have been transferred from the Tenth Street branch and filed in this division.

The *index cards* show the name of the man and the organizations in which he served. Separate files are maintained for the War with Mexico, Civil War, and Indian Wars. The index cards for each war are arranged in the alphabetic order of names of men by States. Numerous cross references are given in the index card file. These refer to services in different commands and to different forms of spelling proper names.

At the time the military record cards were prepared a record was made showing the serial numbers assigned to the names appearing on each original record which was carded. This record of serial numbers has been preserved and is now filed in the Regimental Records Division and is known as the "*Numerical Index*" of the military record cards. The numerical index shows what serial numbers were assigned to the names on each original document from which record cards were copied, together with the name of the document from which the cards were prepared and the names of the employees who copied and verified the record cards. The numerical index is contained on cards of the same size as the military record cards and these index cards are arranged in the numerical order of the serial numbers assigned to the record cards. This numerical index is very rarely consulted.

FILE OF PERSONAL PAPERS OF VOLUNTEERS IN THE CIVIL WAR.

As has been stated in the description of the file of military record cards, some personal papers are filed with the military record cards, and the balance are in a separate file of personal papers. The papers in the separate files are of the same classes as those described in connection with the file of military record cards and are filed by the same method—i. e., arranged by individuals to whom they relate and placed in envelopes. These envelopes are arranged by States, by branches of the service, as Cavalry, Artillery, etc., by organizations, and alphabetically by the names of the men in each organization. Such papers as pertain to men whose organization is not stated thereon or for whom there are no military record cards on file are filed together at the end of the State to which the men were accredited. The files of personal papers are frequently consulted.

The file of personal papers in room 452 originally contained about 1,700 boxes of papers, but the papers in about 150 boxes have been transferred to the file of military record cards. All personal papers in room 452 will be eventually transferred to that file, the work of transferring them being prosecuted whenever employees are not needed on current or on more urgent work.

The Adjutant General's Office in reporting on the handling and filing of correspondence in the Regimental Records Division referred to personal papers only in connection with the military record card file, thus considering that the file of personal papers is a part of the military record card file.

FILES OF REGIMENTAL PAPERS OF VOLUNTEER ORGANIZATIONS IN THE CIVIL WAR, INDIAN WARS, AND WAR WITH MEXICO.

This file includes such papers of volunteer organizations in the Civil War, Indian Wars, and War with Mexico as relate to any single military organization and contain a record of two or more persons. Those papers are sometimes described as "Two-or-more-name papers."

The papers in this file may be described as consisting of two main classes, namely, those which have been carded and those which have not been carded. The carded papers are those from which military record cards have been prepared and include muster rolls, returns, and other military records and reports which were regularly prepared, together with a few special reports. The remaining papers in this file, namely, "uncarded papers," consist of special reports or records which were prepared only upon special occasions and not regularly. In this file the papers are arranged by States, by wars, by branches of the service, as Cavalry, Artillery, Engineers, etc., and by organizations, as in the file of military record cards, previously described. For each regiment the carded papers are filed first, and these are followed by the uncarded.

The records which have been carded are stamped with the date on which the record cards were prepared.

The uncarded papers are now being arranged into groups according to the subject matter of the papers. This work is carried on only when employees in the Regimental Records Division can be spared from the current work of the division. Up to date about 10 per cent of all uncarded papers have been rearranged according to the subject of the paper. In connection with the rearrangement of the uncarded papers an index of the names contained in these papers is being prepared. A separate index is being made for each regiment, showing the names arranged alphabetically with references to the papers on which each name appears. The purpose of this index is to make it possible to readily locate any information in these records concerning any officer or enlisted man.

In addition to the carded and uncarded regimental papers, this file also contains the book records of volunteer regiments and companies. The book records of the regiments of each State are filed immediately after the regimental papers for the State, thus the papers and books for any given State are placed in the same section of the files. The regimental books are placed first in the file and are followed by the company books. No index has as yet been prepared to these book records, but it is the intention of the division to prepare such indexes when the indexing of the regimental papers has been completed. The book records and the file of regimental papers are consulted on an average of several times a day. As has been stated, the original documents for a State are filed in a room located as near as possible to the room containing the file of military record cards for that State. This arrangement facilitates reference from the one file to the other.

FILE OF REGIMENTAL PAPERS OF VOLUNTEER ORGANIZATIONS IN THE WAR WITH SPAIN.

This file contains the original regimental papers of the volunteer organizations in the Spanish War. These papers are of the same kind as the papers in the "file of regimental papers of volunteer organizations in the Civil War, Indian Wars, and War with Mexico," which have just been described.

Most of the papers of volunteer organizations in the Spanish War have been carded, as have the corresponding papers for the Civil, Indian, and Mexican

Wars. The military record cards for volunteers in the Spanish War are not filed in the Regimental Records Division because of a lack of space, but are in the Tenth Street branch.

The Spanish War papers are arranged by States, branches of the service, and regiments or other organizations. Those papers are filed in the basement of the State, War, and Navy Building, while all other files of the Regimental Records Division are on the fourth floor of that building.

FILES OF MILITARY-RECORD CARDS RELATING TO THE REVOLUTIONARY WAR.

This file includes military-record cards and index cards similar to those relating to men in the Civil War, Indian Wars, and War with Mexico, described above. The record cards are filed in jackets which are arranged by States, branches of the service, organizations, and alphabetically by the names of the men in each organization. Two files of index cards are kept, one being a general index and the other an index by States. Personal papers are filed with the record cards.

FURNISHING INFORMATION FROM RECORDS.

In a report to the commission under date of April 19, 1912, The Adjutant General's Office estimates that the Regimental Records Division receives 89,462 communications annually. These are classified in the report as follows:

1. Requests for military histories of individuals	67,727
2. Requests for military and medical histories of individuals	8,535
3. Requests for miscellaneous-record information regarding individuals or organizations	13,200

All communications received in this division require a search of the records in its custody. The information procured from the records is indorsed (*a*) on the communication, (*b*) on a form which is attached to the communication, or (*c*) on the record card accompanying communication. This division thus takes action upon and sends out the same number of communications as it receives. Of the total number of communications in groups 1 and 2 above, 19,875 are acted upon jointly by this and other divisions of The Adjutant General's Office, and all communications in group 3, namely, 13,200, are also acted upon jointly. Thus, of all communications handled in this division, 37 per cent are prepared or acted upon partly in this and partly in other divisions. The other divisions acting on these communications are Correspondence and Examining, Miscellaneous, Mail and Record, Rolls, Returns, Archives, Medical, and Administrative Divisions, and Tenth Street and Publication branches. The record cards for all incoming communications acted upon by this division and all of these communications that are not sent out of the office are filed in the Mail and Record Division.

The communications handled in this division may be divided into two classes, (1) requests for statements of service which are filed in the statement of service or "green card" file. These communications include the first two groups reported by The Adjutant General's Office, namely, requests for military and medical histories, and (2) communications which are filed in the regular correspondence of "white card" file. These are described in the report made by The Adjutant General's Office as "requests for miscellaneous-record information regarding individuals or organizations."

(A. G. O. comment: The communications handled in the Regimental Records Division may, according to file on which recorded, be divided into three classes, viz: (1) Cases recorded in the statement-of-service (green-card) file, (2) cases

recorded on the regular correspondence (white-card) file, and (3) unrecorded communications; and according to nature of the communication may also be divided into three classes, viz: Into requests for (1) military history; (2) military and medical history; and (3) miscellaneous record information regarding individuals or organizations.

The following table shows for each of these classes the estimated annual number of communications handled in this division:

	Statement of service file.	Regular file.	Unrecorded.	Total.
Requests for military histories	46,534	21,193	.....	67,727
Requests for military and medical histories	8,535	.....	.....	8,535
Requests for miscellaneous record information regarding individuals or organizations	.....	.....	13,200	13,200
Total	55,069	21,193	13,200	89,462

Communications recorded in the statement of service file include requests for statements of service made upon The Adjutant General's Office by the Commissioner of Pensions, Auditor for the War Department, General Land Office, and Civil War associations. The larger part of the requests are received from the Commissioner of Pensions and Auditor for the War Department. These requests are made on especially prepared forms which were designed by those offices in cooperation with The Adjutant General's Office. These forms contain spaces which are filled in by the office requesting the information, and which show the name, company, and regiment of the man whose history or description is sought. Additional spaces are provided for the use of The Adjutant General's Office in making its statement of service. Requests for statement of service received from other sources are made in the form of letters, the replies to which are either indorsed on the letters or on a form which is attached to the letter. Printed indorsement forms are provided for the preparation of replies.

All communications recorded in the statement of service file are accompanied with green record cards when received in the Regimental Records Division. Different forms of record cards are provided for recording the different classes of requests for statement of service handled in the Regimental Records Division. These cards have printed titles showing the author or source and the purport of the communication and in some cases the name of the war in which service was performed. Four forms of green record cards are used for recording inquiries from the auditor's office, eight forms for inquiries from the Commissioner of Pensions, one for inquiries from the General Land Office, and one for inquiries from other sources. It sometimes occurs that a case which was first handled as a statement of service file case (green record card) is transferred to the regular correspondence file (white record card).

The statement of service cases, accompanied with green record cards, are sent to the Regimental Records Division directly from the Mail and Record Division.

Regular correspondence file communications acted on by this division are described in the report made by The Adjutant General's Office to this commission as "requests for miscellaneous record information regarding individuals or organizations." (See A. G. O. comment above.) This class of correspondence includes specified classes of requests for statements of service, together

with applications from former enlisted men for certificates of discharge, applications from former enlisted men for removal of charges of desertion, and other communications requiring information from the military records in order to prepare replies. The requests for statements of service which are recorded and filed in the regular correspondence file include requests from members of Congress, Comptroller of the Treasury, Civil Service Commission, State officials, associations and societies, together with any request which may involve the interpretation of any law or regulation or may involve any complications in the preparation of replies. All requests for statements of service of men in the Revolutionary War are also recorded as regular correspondence file cases.

All communications belonging to the regular correspondence file which are acted on by this division are accompanied with white record cards when received. The file searchers enter the requested information on the record cards, and the communications with record cards attached are then returned to the division which called upon the Regimental Records Division for information and which will prepare the reply. Several different forms of white record cards are used and samples of these are submitted as exhibits accompanying the reports for the Correspondence and Examining and other divisions requesting information from the Regimental Records Division.

Communications of this class, i. e., belonging to the regular correspondence file, are received in the Regimental Records Division from Correspondence and Examining, Miscellaneous, and Returns Division.

PRINTING FORMS, ENVELOPES, JACKETS, ETC.

One of the clerks of this division is employed in printing forms for emergent or temporary use and room numbers or other addresses on mail jackets, envelopes, etc., for all divisions of The Adjutant General's Office. This work is done by use of rubber type set in a hand frame or holder. The printing of these forms, etc., is no more closely connected with the other work of this division than with the work of other divisions, and the men employed on the printing is assigned to this division for administrative reasons.

METHODS OF CONDUCTING WORK.

ADMINISTRATION.

In connection with the supervision of personal services, each employee is required to prepare a daily time and work report, on the standard form used throughout The Adjutant General's Office. Each employee in the Regimental Records Division reports on this form the total time actually employed, and the time employed and the quantity of work performed on the following activities:

1. Statements of service prepared.
2. Statements of service, supplemental.
3. Searches made.
4. Papers filed.
5. Papers withdrawn from files.
6. Reports made (on correspondence record cards).
7. Special work.
   - (*a*) Papers examined.
   - (*b*) Names slipped from papers.
   - (*c*) Names indexed.

The first six titles are printed on the standard form of report, while the title "special work" and its subdivisions are stamped on the standard forms for the special use of the Regimental Records Division. The caption "Papers examined" refers to the number of regimental papers which have been examined

and rearranged according to the subject matter of the papers. The title "Names slipped" refers to the number of names copied from the regimental papers onto sheets of paper in connection with the work of preparing indexes to the regimental papers. The sheets of paper containing the copied names are cut into strips which are assembled alphabetically by names. These slips are then used in the preparation of the index of the regimental papers. The title "Names indexed" refers to the number of names copied from these slips onto the index forms. These reports are submitted to the head of the division. A daily report of absentees is rendered by the man in charge of the division to the chief clerk of The Adjutant General's Office. Whenever an employee is late, he must submit a written explanation of the cause of tardiness.

In connection with the supervision of work in progress, the head of the division prepares a statement of the daily assignment of clerks, showing the number of cases assigned for search to each man in the division. This sheet contains the names of the employees, a column for entering the number of cases in the hands of each employee at 9 a. m., and another column for entering cases as they are assigned during the day.

A memorandum or table of cases on hand at specified hours is kept by the head of the division or by some one designated by him. This memorandum shows the number of cases on hand in each of the 10 substations throughout the division at each hour from 9 a. m. to 1 p. m. and at each half hour from 1.30 p. m. to 4 p. m. A column is also provided for showing the number of congressional cases on hand. This memorandum is used by the head of the division to determine the quantity of work at each subdivision and to show the points where additional men are needed and where men can be spared.

A division daily report of work performed is submitted to The Adjutant General's Office by the chief of the division. This report is a summary of the employees' daily time and work reports and shows the number of cases disposed of under the same headings as used on the employees' reports. The division report also contains a summary of the number of cases on hand, received, and disposed of for the day, and the number of clerks present for duty and the number absent.

A division daily report of cases on hand at close of work is submitted by the head of the division for all cases which "have been one or more working days in the office." This report shows the serial number of each case so held, the date of its receipt in office, desk number, and status. The report is submitted to the "tally clerk" in the Mail and Record Division.

SEARCHING FILES AND PREPARING STATEMENTS OF MILITARY SERVICE.

All incoming communications are received in the office of the chief of the division, where they are assigned to employees for search of records.

The Adjutant General's Office requires that an inquiry for information concerning military service state, if known, the regiment and company in which the man served. As has been described, the cards containing the record of service are arranged alphabetically by organizations. It is thus easy to locate in the files the records of any man who was in the Volunteer service, if his organization is known.

When the jacket containing the desired record is found, it is temporarily withdrawn from the file and a personal charge card is inserted. Each file clerk or searcher has a supply of these cards with his name printed thereon. The file clerk while working in the files enters the requested information (*a*) directly on the incoming communication, if the request is made on one of the forms used by the Pension Office or Auditor for the War Department

and provided with spaces for the reply; (*b*) on a form especially provided for giving information concerning military service in reply to requests for the same; or (*c*) on the record card accompanying the incoming communication.

The file clerk then enters on the flap of the file jacket a record of the request for information. If the communication containing the request is recorded in the statement of service file, the entry on the file jacket contains the letter "S," indicating statement of service, together with the serial number of the communication, the abbreviation or initials of the office making the request, and, in Pension Office cases, an abbreviation or initials indicating the class of information desired. If the communication containing the request is recorded in the regular correspondence file, the entry on the file jacket contains the letters "A. G.," together with the serial number of the communication. An illustration of the first class of entry is as follows:

"S. 3067156 P. O., M."

This entry indicates that information has been furnished from the records in reply to a request contained in a statement of service communication, numbered 3067156, received from the Pension Office and requesting a statement of military service.

Entry is made on the correspondence record card of the action taken, as "statement made." This entry is usually made in abbreviated form.

If an entry on the flap of the file jacket shows that a prior request from the same source has been made for the same information, the communication is answered by giving a reference to the date of the earlier request.

Of the cases handled in this division, 37 per cent require joint action by this and other divisions, either in the search of records for information or in the drafting of the reply. The other divisions acting jointly with this division in the search of records are the Archives Divison, Medical Division, Returns Division, and the Tenth Street branch. Statement of service cases received from the Pension Office, Auditor's Office, Land Office, and Commissary General's Office and some cases from individuals which involve the history of men in the Volunteer Armies of the Civil War, Indian Wars, and War with Mexico, are first referred to the Regimental Records Division for search of its records and, if necessary, this division refers them to other divisions. The other cases handled in this division are usually referred to it by some other divisions to which the cases are first referred upon their receipt in The Adjutant General's Office and which takes final action on them.

In cases handled jointly by Regimental Records and Archives or Returns Divisions the Regimental Records Division enters its data on a specially prepared form or on the accompanying correspondence record card and forwards to the other division acting on the case. In cases handled jointly by the Regimental Records and Medical Divisions the former division enters such information as it may have concerning the military service on the form of record card and forwards the case to the Medical Division, together with any papers filed in the Regimental Records files which have a bearing on the medical history of the case. The Medical Division uses these papers, together with its own files, in preparing the medical history, and then returns the papers loaned by the Regimental Records Division to that division. In most cases handled jointly by Regimental Records Division and Tenth Street branch the case is referred to the latter office, with the request made on the record card that "all cards be furnished." The cards requested contain military records, and, as previously explained, are transferred to the Regimental Records files as rapidly as occasion arises to consult them. About 2,600 calls for cards are made upon the Tenth Street branch each month, and about 10,000 cards are received monthly from that office in answer to these calls.

In referring cases to other divisions for action, sometimes the case itself shows clearly what action should be taken by those divisions, and no requests or suggestions are made. In other cases requests or suggestions are written on the correspondence card indicating the action to be taken or the information to be furnished by the other divisions.

Special forms are used by the Regimental Records Division in referring to the Mail and Record Division (*a*) any case in which it is discovered that the brief on the record card contains a different name or organization from that shown in the communication and (*b*) any case in which it is discovered that the brief of the purport of the incoming communication as given on the record card is incomplete.

If a case is returned to the Regimental Records Division for correction, the chief of that division attaches to the case a special form on which is indicated that part of the statement requiring correction. One of these forms is used for each man who searches the records for information, and the name of the searcher is written at the top of the card. The form constitutes a record of the cases handled by each man which are returned for correction.

Upon completion of a search of the files, the case is put in the proper box for collection by the five-minute messenger service. There are 10 stations in this division from which mail is collected by the messenger service. From any one of these stations a completed case may be forwarded to the next division which is to handle it.

Organization.

This division contains 26 employees, one of whom acts as the chief of division. All men in this division are under the immediate supervision of the chief of division, or, in his absence, under the supervision of his assistant. The number of men at each salary grade is as follows:

Clerks of class 4	3
Clerks of class 3	3
Clerks of class 2	11
Clerks of class 1	9

The files are divided into nine subdivisions or sections each of which is in charge of a clerk known as an "in-box clerk." Each of these clerks furnishes information in response to requests which pertain to his particular section of the files and his duties are confined to this work. In addition to these file men who work in only designated portions of the files, there are eight "general searchers" who search any part of the files required by the cases which they may handle. Five men are employed partly as general searchers and partly on other kinds of work, and two men are assigned to special work. The number of men at each salary grade assigned to each class of work as reported on May 22, 1912, is shown in the following statement:

1. Chief of division, Mr. H. A. Johnson	Clerk, class 4
2. Assistant to chief of division	Clerk, class 4
3. "In-box clerks," assigned to specified section of the files	1 clerk, class 3
	6 clerks, class 2
	2 clerks, class 1
4. General searchers	1 clerk, class 3
	1 clerk, class 2
	6 clerks, class 1

(Note.—Three of the general searchers of class 1 are used as substitute "in-box" clerks.)

5. General searchers devoting part time to special work:
   (a) General searcher at present employed in indexing regimental records ..... 1 clerk, class 2
   (b) General searcher, with special work of handling memoranda from other divisions requesting information ..... 1 clerk, class 2
   (c) General searcher, with special work of correcting any errors found in records ..... 1 clerk, class 2
   (d) General searcher, with special work of handling requests for information to be used in making inscriptions on headstones ..... 1 clerk, class 2
   (e) General searcher, with special work of filing all cards received from Tenth Street branch ..... 1 clerk, class 1
6. In charge of files of personal papers and regimental papers ..... 1 clerk, class 4
7. Printing, by use of hand type, forms, envelopes, packets, etc., for all divisions ..... 1 clerk, class 2

With respect to the number of employees assigned to this division and the quantity of work to be performed, the chief of the division stated that overtime work is seldom required now but was frequently necessary until about a year ago.

P. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, EQUIPMENT, AND EXPENSE OF THE ARCHIVES DIVISION OF THE ADJUTANT GENERAL'S OFFICE.

I. Location.

This division occupies 26 rooms and part of 10 rooms in the State, War, and Navy Building and a part of the fifth floor of the building at 610 Seventeenth Street NW. The location of the rooms in the State, War, and Navy Building occupied by the Archives Division is as follows:

Subbasement rooms: Wholly occupied, none; partly occupied, 2. Basement rooms: Wholly occupied, 5; partly occupied, 3. Fourth floor rooms: Wholly occupied, 12; partly occupied, 1. Fifth floor rooms: Wholly occupied, 8; partly occupied, 3. Sixth floor rooms: Wholly occupied, 1; partly occupied, 1.

These rooms are used for files of records and documents, for the accommodation of the employees who have the custody of and make searches of the records and documents, and for storing cases of unpacked records and documents. The Archives Division is divided into five sections, each of which has charge of a group of records. The location of these sections and of the records in their custody is as follows:

Name of section and of files.	Room number.
1. (a) Files of battle reports and miscellaneous papers	495.
(b) Files of records of Revolutionary War and of War of 1812	497, 501 (in part).
(c) Files of papers relating to bounties and to claims	491, 493, 559 (in part).
2. Records of Discontinued Commands	444, 446, 447, 448, 456, 457, 458, 459, 549, 562, 652, 044 (in part), 047 (in part), 30-31 (in part), 34 (in part), 44 (in part), 450 (in part), 559 (in part), 560 (in part).
3. Enrollment Records	547, 550, 551, 553, 556, 653 (in part).
4. Prisoner of War Records	450 (in part), 559 (in part), part of the fifth floor of building at 610 Seventeenth Street NW.
5. Confederate Archives	90, 92, 94, 96, 98, 503.

The chief of the division is located in room 495 and the assistant to the chief of division in room 493.

The room numbers indicate the floor as well as the number of the room, viz: Subbasement room numbers have zero for the first figure, basement room numbers have only two figures, and the first figure of all other numbers indicates the floor number.

The above list shows that the rooms occupied by the discontinued commands section are widely separated, and the same is true of the rooms occupied by the prisoner of war records section. The former section has cases of records stored in the subbasement, files of records in the basement and on the fourth, fifth, and sixth floors of the State, War, and Navy Building. The prisoner of war records section has files on the fourth and fifth floors of the State, War, and Navy Building and on the fifth floor of the building at 610 Seventeenth Street NW.

II. Functions and Work.

The functions of this division consist of (*a*) the custody of records and (*b*) furnishing information from records in response to requests received from other branches of The Adjutant General's Office.

CUSTODY OF RECORDS.

The records filed in this division and the sections in charge of these records are as follows:

A. In charge of the assistant chief of division:

1. Revolutionary War: Rolls, returns, lists, and other papers.
2. War of 1812: Rolls, returns, and other papers.
3. Civil War: Papers relating to bounties, pay, and claims.

B. In charge of discontinued commands section:

4. Mexican War: Letters, reports, returns, and other papers.
5. Civil War: Records of discontinued commands (including records of the military divisions, departments, districts, armies, corps, brigades, and posts).
6. Records of military districts during reconstruction period (consisting of telegrams, letters, orders, circulars, reports, and other papers).
7. Records of the bureau of refugees, freedmen and abandoned lands, and of the freedmen's branch of The Adjutant General's Office. These records consist of letters, circulars, vouchers, and miscellaneous papers relating to disbursements, returns, reports, lists, and other papers.
8. Records of the Secretary's office. Correspondence records of the office of the Secretary of War from 1800 to 1866.
9. Records of the War with Spain and the Philippine Insurrection. These records consist of telegrams, letters, reports, orders, circulars, returns, and other papers.
10. Records of discontinued posts and other discontinued military commands.

C. In charge of Enrollment Section:

11. Civil War: Records of the Provost Marshal General's Bureau (including records of superintendents of volunteer recruiting service, mustering officers, acting assistant provost marshals general, boards of emolument, draft rendezvous, and collecting, drilling, and organizing volunteers.

D. In charge of Prisoners of War Records Section:

12. Civil War: Prisoners of War Records (including records of the Office of the Comissary General of Prisoners).

E. In charge of Confederate Archives Section:

13. Confederate Archives (Confederate War Department records and some records of other departments of the Confederate States Government). These records consist of muster rolls, returns, telegrams, letters, orders, circulars, vouchers, and miscellaneous papers relating to disbursements, reports, lists, and other papers.

The Archives Division has adopted certain practices in the care of records which are general throughout the division and which may be stated as follows:

(*a*) Each file room has an index of the records contained therein. This index is kept in the room in which it belongs.

(*b*) The only persons permitted to withdraw from, or return to, the files the original records are the employees of the section in which the records are filed.

(*c*) Such efforts are made to extend and improve the indexes to records, and to take other means to make the record information more available, as the chief of the division or the section chief directs.

(*d*) Records are being rebound at the Seventeenth Street branch. The object of rebinding is twofold: First, to preserve the records; and, second, to gain space by binding several old record books together and eliminating blank pages.

All original records of the Revolutionary War are in the custody of this division. The records (other than books) are filed in jackets which are arranged by States and military organizations, so far as the records relate to military organizations. Miscellaneous records not relating to military organizations are numbered and filed in jackets and are indexed by subjects. The muster rolls of troops in the Revolutionary War have been carded and the cards are filed in the Regimental Records Division. The original records are seldom consulted.

All original records of the War of 1812 are in the custody of this division. These records, other than books, are filed in document files arranged by States and military organizations so far as the records are those of such organizations. The regimental records have been carded, the cards being filed in the Tenth Street branch. The original records for this war are seldom consulted.

The records of the War with Mexico include all original records of volunteers in this war, excepting regimental and personal papers which are filed in the Regimental Records Division. These original records are seldom consulted.

The Civil War records of Union troops, as shown by the list given above, are divided among four sections, and the Confederate records are assigned to a fifth section.

The Civil War records relating to bounties, pay, and claims, include a large variety of books and papers, such as records relating to claims for collecting, drilling, and organizing volunteers; commutation papers; records of the disbursing branch of the Provost Marshal General's Office relating to accounts and disbursements of the Provost Marshal General's Bureau (or Department); vouchers for advance pay and bounty paid by mustering and disbursing officers; records of Board of Claims and of Claims Commission; file of rejected claims; files of correspondence up to the year 1889 with correspondence record books; files of property returns, etc. A complete index of the classes of records is kept with the records. The records are systematically arranged—those pertaining to military organizations being arranged by States and organizations, or alphabetically by names of mustering and disbursing officers; and those pertaining

to the disbursing branch of the Provost Marshal General's Office being arranged by "disbursing divisions" or by States and congressional districts.

The records of discontinued commands of the Civil War fill two entire rooms and parts of six other rooms on the fourth floor of the State, War, and Navy Building. These records include only those relating to posts, brigades or higher commands, and are arranged by military divisions, departments, armies, corps, and brigades. So-called "Station books" are kept in the office of the chief of the discontinued commands section for the purpose of showing the several brigades, corps, armies, etc., in which each regiment served throughout the Civil War. In these "Station books" the regiments are arranged by States. These books constitute a general regimental index to the records of discontinued commands of the Civil War. The section chief also keeps an index of the names of men court-martialed during the Civil War, the names being arranged by States and military organizations. An index of many military subjects upon which the records contain information is kept in the section chief's office. In addition to these general indexes, each file room has an index or set of index books containing titles of the subject matter in, and the dates covered by, the records in that room.

No detailed description of the remainder of the records in the discontinued commands section is necessary. For the most part, these records are systematically arranged in the files and are indexed by rooms. Some of the records of the War with Spain, of the Philippine Insurrection, and of discontinued posts in the Philippines and Cuba are stored in the packing cases in which received. Lists of the contents of these boxes are kept in the office of the chief of section.

The records of the Provost Marshal General's Bureau, which pertain to enrollment and draft, and to recruiting, enlisting, and organizing, volunteers, are filed in the enrollment section. These records comprise many classes, which are listed in an index book in the office of the section chief. The records are filed by States and congressional districts. Most of the records are in such condition that the record of a man can be found, provided the State and congressional district in which he enlisted or was drafted for service are known. About one-half of the old records of the Provost Marshal General's Bureau are adequately indexed, so that a man's record may be found even though the congressional district in which he enlisted or was drafted is not known. The records of enlistments, drafted men, etc., in the congressional districts differ greatly in form, content, and completeness, thus adding materially to the difficulty of procuring information from the records.

The prisoner of war records include records of both Federal and Confederate prisoners. These records include:

(*a*) Files of letters.
(*b*) Correspondence records.
(*c*) Rolls of "arrivals" of prisoners at Federal camps and prisons.
(*d*) Rolls of "dispositions" of prisoners.
(*e*) Clothing account.
(*f*) Records of commutation for rations.
(*g*) Records of money and valuables taken from prisoners.

An index has been prepared to show the books and documents in the file of prisoners of war records. Some of the records are indexed so as to show the names contained therein. A record card or slip has been prepared for each Federal or Confederate prisoner whose name appears on the records. The cards or slips of volunteer Union troops who were taken prisoners are filed in the Regimental Records Division in the file of military record cards, and the cards of Confederates who were taken prisoners are filed in the Tenth Street branch.

The Confederate archives are arranged by classes of records and by States. Each room is furnished with an index of the records filed therein. An alphabetical card index of all soldiers whose names appear in the muster rolls and returns was prepared many years ago. This index gives merely the reference to the record on which the soldier's name appears. It will be superseded by the card records which are now being prepared at the Tenth Street branch and which will show the military service of each Confederate soldier for whom a record can be found. The Archives Division forwards the Confederate records to the Tenth Street branch for carding as rapidly as they are needed. After the preparation of the cards the original records are returned to the Archives Division while the record cards are filed at Tenth Street.

FURNISHING INFORMATION FROM RECORDS.

Information is furnished from the records in answer to, first, informal requests made by other divisions of The Adjutant General's Office and other branches of the War Department; and, second, written communications from outside sources referred to the Archives Division for action.

The informal requests are few in number and require but a very small amount of the time of the employees of the division. At the present time representatives of several Southern States are making photographic copies of some of the original records in the custody of this division. This work throws upon the Archives Division the work of listing, withdrawing, checking, and refiling such records as are desired for copying. It is estimated that the work of the Archives Division incidental to answering informal requests and to handling records which are being copied would in the aggregate require not to exceed one-half of the time of one clerk.

Furnishing information requested in written communications is the most important work of the Archives Division. The Adjutant General's Office reports that approximately 18,000 written requests for information are annually received in this division. Each of these communications requires a search to be made in the original records. This division does not prepare replies to any communications, but forwards all received communications, together with the results of the search of the records, to some other division which prepares the replies. With respect to furnishing information for the preparation of replies, this division acts jointly with other divisions on all cases, i. e., no cases are acted upon exclusively by the Archives Division.

The Adjutant General's Office reports the communications acted upon by this division as consisting of two classes, namely, (1) requests for statements of military service, amounting to 4,000 cases annually; and (2) requests for other record information, amounting to 14,000 cases annually.

The 4,000 military service cases consist of those requests for statements of service which can not be adequately answered from the military record cards on file in other divisions of the office. This number constitutes about 3 per cent of the total number of requests for statements of military service received by The Adjutant General's Office. These cases include (*a*) prisoner of war cases, averaging about 10 cases daily; (*b*) service cases requiring reference to the records of the Provost Marshal General's Office, which show the history of men from the time they were enrolled up to the time their names appear on muster rolls and other records of active service; (*c*) cases involving data concerning advance pay and bounties, averaging about 20 cases a month; (*d*) cases involving the payment of bounties to deserters; and (*e*) other involved cases of military service which require reference to original

records and documents. All of these 4,000 cases are recorded on the green, or statement of service, record cards.

The 14,000 communications classified as requests for "other record information" may be divided into the following subclasses: ((*a*) Requests for information to be used in connection with military histories of officers and men. These cases are recorded on the white record cards and are treated as general correspondence, for the reason that they involve some complications in the preparation of the replies. The subject matter of these communications is closely allied to that of communications recorded on the green record cards. About three-fourths of the 14,000 communications requesting other record information are in this subclass. (*b*) Inquiries from the Civil Service Commission requesting information concerning former officers and enlisted men. (*c*) Inquiries from the Court of Claims and from other sources requesting information which may have a bearing on claims against the Government. (*d*) Inquiries requesting information on the loyalty of persons to the Federal Government. (*e*) Cases involving the record of civil employees of the Provost Marshal General's Office. (*f*) Requests for information on the service of officers and men in the Confederate Army. (*g*) Requests from individuals for historical and statistical data for private purposes. About 300 requests of this nature are received annually. They differ from subclasses *a* to *f*, in that the latter pertain to some phase of public or governmental business.

Methods of Conducting Work.

ADMINISTRATION.

The methods employed in the supervision of employees and the reports and records used in connection therewith are similar to those described for the Regimental Record and other divisions of the office. The reports include the (*a*) employee's daily time and work report, (*b*) employee's explanation of cause of tardiness, and (*c*) chief of division's daily report of absentees. In connection with the supervision of work, several reports of work performed and of work in hand are made. Each section chief prepares a daily statement of work performed which is submitted to the chief of division, who in turn prepares a consolidated statement for the whole division and submits it to the Administrative Division. The chief of division submits to the tally clerk a daily report of cases on hand at close of work.

METHODS USED IN FURNISHING INFORMATION FROM RECORDS.

The communications handled in this division are acted upon jointly by it and some other division of The Adjutant General's Office. Each division in forwarding communications to the Archives Division sends them to that section which, in the opinion of the forwarding division, can furnsh the requested information. There are five rooms in the Archives Division in which mail is received from other divisions, namely:

1. Office of chief of division.
2. Discontinued Commands section.
3. Enrollment section.
4. Prisoners of War Records section.
5. Confederate Archives section.

The divisions which refer the largest number of communications to the Archives Division are the following:

1. Correspondence and Examining Division.
2. Mail and Record Division.
3. Regimental Records Division.
4. Tenth Street branch.

Communications are also referred to the Archives Division from the following divisions:

5. Administrative.
6. Medical.
7. Miscellaneous.
8. Orders.
9. Publication.
10. Returns.
11. Rolls.

It is necessary for the employees in these divisions, who handle cases which may be sent to the Archives Division, to be informed as to the number of the room to which the communications should be sent for a report.

As communications are received in these sections, the section chiefs assign them to clerks for a search of the records. The chiefs of the Discontinued Commands section and the Confederate Archives section devote a larger part of their time to supervisory and review work and a smaller part of their time to searching records for requested information than do the chiefs of the other sections enumerated.

The communications as received in this division are always accompanied by record cards, which are utilized for recording requests for, or instructions concerning, the information which the Archives Division is requested to furnish and for recording the results of the search of other answers to the request. The "Statements of military service" cases are accompanied by green record cards. These cases are received in the Archives Division mainly from the Regimental Records Division, which has entered on the record card a request for the particular class of information desired. Only such military service cases of the Regimental Records Division are referred to the Archives Division, as that division has been unable to satisfactorily handle by reference to the military-record cards in its custody. These cases are referred to the Archives Division on the supposition that an examination of the records of that division will produce some information not shown on the records of the Regimental Records Division.

The communications classified in the report of The Adjutant General as "Requesting other record information" are accompanied with white record cards. In some of these cases the communication itself indicates the class of information which is sought from the Archives Division. In such cases the only entry made on the record card by the division forwarding the communication is "Archives Division, for report." In other cases a definite call for particular information is entered on the record card by the division forwarding the communication to the Archives Division. In all cases the searcher must refer to the communication itself and he can not rely solely upon the brief request entered on the record card.

Upon receiving a case for a search, a clerk consults, if necessary, the general indexes in the office of the chief of the section which show the rooms in which the several classes of records are located. Most of the clerks in this division are so thoroughly familiar with the files that in practice they seldom need to refer to the indexes in order to learn the room in which the desired record is located. The clerk next consults the "room indexes." These show in some detail the subject matter and the dates covered by the records filed in each room. Reference to these indexes is necessary to ascertain what records to search for the information requested. In some cases individual record books are adequately indexed. In these cases it is a simple matter to ascertain whether the record contains the desired information. In other cases, where the individual record book is not adequately indexed, a search consuming sev-

eral hours may be made in the effort to locate the desired information. The extent to which records are indexed has been more fully stated in the previous section of this report describing the functions of this division.

Upon completing the search of the records, the clerk enters on the record card such information as he has found which has a bearing on the inquiry. Exceptions to this general practice occur under two conditions. First, if a considerable quantity of record information is requested, the clerk withdraws the original records from the file and forwards them to the division requesting the information, and makes an entry on the record card indicating this fact. In such a case the clerk who has searched the files places in the record book slips of paper indicating the portion of the record which is to be copied. A charge card is placed in the file whenever a record is withdrawn to be sent out of the room in which it belongs. Second, if the communication consists of a request, statement-of-service (or green slip) case, from the Auditor for the War Department for information concerning advanced pay or payment of bounty to an enlisted man, the information found upon searching the records is entered upon the printed form which the auditor used in making his request upon The Adjutant General's Office. In this latter case the Archives Division sends the form letter containing the indorsed reply to the examining section of the Mail and Record Division for review. The communication is then returned to the auditor. This class of communications is, however, very small, not exceeding 20 per month.

The time required for making a search of the records varies greatly because of the following factors:

1. The definiteness with which the request is made; that is, the inclusion or omission of such information as will expedite the location of the record containing the desired information, such as the military organization and the period in which service was performed.

2. The amount of information requested. The amount varies from a brief statement concerning the military history of an enlisted man up to a voluminous report on some military subject. For example: The investigating and reporting upon the claim of the State of Texas for reimbursement for moneys expended in defense of the State against Mexican marauders and Indian depredations, 1855–1861, recently consumed the clerical time of this division approximately equivalent to 36 days' time of a clerk. Any case, regardless of its extensiveness, is treated as only one unit in the court of cases.

3. The condition of the particular records which must be searched. If these are adequately indexed, the work of making a search can be performed in a fraction of the time necessary if the records have not been adequately indexed.

The usual practice is to assign one man to a case, but exceptions are made in some cases calling for very extended searches of the records. The only class of cases which are regularly divided up among several searchers are the so-called "Loyalty cases," which are handled in the Confederate Archives section. There are 21 classes of records which must be searched in order to make a complete report on loyalty cases. In handling these cases a printed list of the classes of records is used. The clerk to whom the case is originally assigned takes up the first class of records on this list, and other clerks who may be assigned to the case take up subsequent classes of records in the order given on the printed list. The serial number of the loyalty case is entered at the top of this list, and each clerk enters his initials opposite that class of records which he has searched.

It is the practice of the chief of the Archives Division to keep in touch with the work in progress in the several sections by personally visiting them. If he finds that the work of a section is falling behind, additional men are tem-

porarily transferred to that section from some other section. Such a temporary transfer is most frequently made to the Prisoners of War Records section. This is nominally a section, but in reality only one clerk in the Archives Division is now engaged in furnishing information from the records of prisoners of war. The volume of work is not greater than one clerk can handle, but a part of the records of prisoners of war are located in the State, War, and Navy Building, and the balance in the building at 610 Seventeenth Street. If a communication requires a search to be made in the records in the last-named building, the clerk regularly assigned to this work leaves his desk in the State, War, and Navy Building and goes to the building at 610 Seventeenth Street. At such time a substitute is assigned temporarily to the work of the desk in addition to his own work. Four men in the division are used as "general utility men," in addition to performing certain regular duties. These are the men who are temporarily transferred to those sections on which the work may be accumulating more rapidly than in other sections.

IV. Organization.

This division contains 19 employees. The names, salaries, duties, and section assignment of these men are as follows:

Name.	Nature of duties.	Salary.
1. W. E. Harley	In charge of the division	$2,000
2. Edwin Williamson	Assistant to chief of division and general utility man. Custody of bounty and claims records and searching and reporting from records.	1,800
DISCONTINUED COMMANDS SECTION.		
3. A. F. Getty [1]	Section chief, Discontinued Commands Records	$1,600
4. J. E. Brooks	Searching and reporting from records and general utility	1,600
5. W. M. Deck	do	1,600
6. W. F. Drown	do	1,600
7. M. B. Lichty	Searching and reporting from records	1,400
8. J. C. Maxwell	do	1,400
9. H. Page	do	1,200
10. R. Ullmer	do	1,200
PRISONERS OF WAR RECORDS SECTION.		
11. B. D. Thomson	Custody of prisoners of war records and searching and reporting from records.	$1,800
CONFEDERATE ARCHIVES SECTION.		
12. Frank Jones	Section chief, Confederate Archives section	$1,800
13. F. I. Hunter	Searching and reporting from records	1,600
14. S. W. Smith	do	1,400
15. A. Dodge	do	1,200
16. N. M. Macrae	do	1,200
17. F. G. Calvert	Consolidating index cards	1,000
ENROLLMENT SECTION.		
18. S. Cottrell	Searching and reporting from records	$1,400
19. G. M. Marechal	do	1,000

[1] Mr. Salter died Aug. 10, 1910.

The total salary roll of the division is $27,800. As has been stated in the description of the functions of this division, the principal work is the furnishing of information from records. While the labor cost of handling individual cases varies greatly, the average cost of all cases acted on in this division is approximately $1.50 for each case.

G. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EQUIPMENT OF THE TENTH STREET BRANCH OF THE ADJUTANT GENERAL'S OFFICE.

This branch of The Adjutant General's Office consists of several separate units, each of which is carrying on a distinct line of work. These several units are brought together into one so-called "branch" more from accident than from any logical arrangement. These several units are no more closely connected with each other than they are with other parts of The Adjutant General's Office. In fact, some of these units are much more closely connected in their work with divisions in the State, War, and Navy building than they are with other units of the Tenth Street branch.

Because of the nature of the organization and work of the Tenth Street branch it has been found desirable to arrange this descriptive report in two main sections as follows: First, a description of the Tenth Street branch as a whole and of those things which may be considered as general or common to all subdivisions of the Tenth Street branch. Second, a description in detail of the funcitons, methods, personnel, etc., of each subdivision or section of the Tenth Street branch.

General Description of the Tenth Street Branch.

I. LOCATION.

This branch occupies the entire old Ford Theater Building (511 Tenth Street) consisting of three large rooms, 68 feet by 100 feet, and an annex (509 Tenth Street) consisting of five rooms on three floors. This branch also has employees located in the Seventeenth Street building, and the State, War, and Navy Building.

The number of employees in each room or on each floor of the Tenth Street buildings and in each other building is as follows:

Clerks on first floor, 511 Tenth Street	12
Clerks on second floor, 511 Tenth Street	46
Clerks on third floor, 511 Tenth Street	60
Clerks on first floor, 509 Tenth Street	2
Clerks in front room, second floor, 509 Tenth Street	1
Clerks in back room, second floor, 509 Tenth Street	2
Clerks in front room, third floor, 509 Tenth Street	0
Clerks in back room, third floor, 509 Tenth Street	1
Clerks at Seventeenth Street building occupied by Seventeenth Street branch	4
Clerks in room 94 in State, War, and Navy Building occupied by Archives Division	1
Engineer, assistant engineer, firemen, messengers, assistant messengers, watchmen, and laborers, including night and day force at 509–511 Tenth Street NW	19
Laborers at Seventh and B Street building	1
Total	149

The second floor front room of the annex is occupied by the clerk in charge of the Tenth Street branch.

II. FUNCTIONS AND WORK.

The work of this branch consists of the following main classes:

I. Furnishing statements of service from the records in its custody.

The clerk in charge stated that there are about 45,000 statements of service furnished annually, but the aggregate of all incoming and outgoing correspondence is about 153,000 annually.

II. Examining, classifying, and filing finger-print identification records of the Regular Army.

III. Reproducing military and medical records by the index-record card system.

IV. Custody of the following files:

(*a*) The identification records of the Regular Army, consisting of examination forms; outline figure cards; photographic and finger-print records (there are approximately 230,000 now on file).

(*b*) All of the card records (648,785 individual record cards are on file) and personal papers of the Philippine insurrection (these are the individual records of 38,600 soldiers).

(*c*) All of the card records and personal papers of the Spanish-American War Volunteers (personal records of 230,000 individual soldiers. About 2,300,000 card records on file).

(*d*) Record cards of War of 1812. (Over 1,549,000 individual record cards constitute the record of 484,000 soldiers).

(*e*) Card records of the Confederate States soldiers as far as they are complete (consisting of 6,635,000 individual record cards). This work is in the course of completion at the present time.

(*f*) Approximately 3,500,000 record cards of the Civil War soldiers (Federal). These are miscellaneous records that have not been collated or filed with individual cases on file in the Regimental Records Division. There are 3,276 file boxes with an average of 1,200 record cards to the box.

(*g*) Special indexes of the Wars of the Revolution and 1812 (there is practically no work on these files, but they are kept up by this branch).

V. Printing. The printing of forms, blanks, envelopes, etc., for all divisions of The Adjutant General's Office.

III. ORGANIZATION.

This branch has 144 employees, and is organized into the office of the clerk in charge, or administrative section, and into five work sections each of which is in charge of a section chief. The chief of section No. 1 is also given general supervision over the entire third floor of the Tenth Street branch, on which are located sections 1, 2, and 3. The chief of section No. 4 is given general supervision over the second and first floors, on which are located sections 4 and 5. The clerk in charge of the branch is Mr. Fred Van Vranken, and his assistant is Mr. Ernst Schmid, each of whom receives a salary of $1,800 per annum.

Third floor, Mr. Yount in charge.

1. Section 1; carding records. Mr. Yount in charge.

2. Section 2; distributing record cards (after they are compared). Mr. Buckler in charge.

3. Section 3; identification records. Mr. Kaye in charge.

Second and first floors, Mr. Rosafy in charge.

(The parts not marked as at Seventeenth Street or at room 94, or first floor, are on the second floor.)

4. Section 4; Mr. Rosafy in charge. This section performs the following classes of work:

a. Comparing military record cards with original records.
b. Briefing military record card jackets.
c. Examining jacketed military record cards for accuracy and completeness.
d. Recording card numbers on jackets.
e. Arranging and file numbering military card jackets.
f. Making duplicate index cards for State and Consolidated Indexes.
g. Searching and reporting from records.
h. Printing (first floor), Mr. Dony in charge of printing.
i. Examining and preparing records for carding; making indexes of records for carding (at Seventeenth Street branch and at room 94, State, War, and Navy Building). Mr. Whitcomb in charge.

5. Section 5; Mr. Lundy in charge. Revising indexes of records to be carded and preparing card forms.

The number of employees at each salary is as follows:

Clerical force.

1 clerk of class 4, in charge of branch	$1,800	
4 clerks of class 4, with salaries aggregating	7,200	
11 clerks of class 3, with salaries aggregating	17,600	
16 clerks of class 2, with salaries aggregating	22,400	
60 clerks of class 1, with salaries aggregating	72,000	
32 clerks at $1,000 per annum, with salaries aggregating	32,000	
Total salaries (clerical)		$153,000

Nonclerical employees.

1 engineer and superintendent	$1,650	
1 assistant engineer	900	
2 firemen at $720 each per annum	1,440	
1 messenger	840	
8 assistant messengers ($720)	5,760	
3 watchmen ($720)	2,160	
4 laborers, unclassified ($660)	2,640	
Total salaries (nonclerical)		15,390
Aggregate salaries, clerical and nonclerical		168,390

Methods of conducting work.

In connection with the supervision of personal services, each employee is required to prepare a daily time and work report on blanks submitted herewith as appendixes. These blanks are turned in at the close of business each day to the clerk in charge of the section, who consolidates the individual reports on a blank, a copy of which is also submitted as an appendix hereto. This section report in turn is sent to the clerk in charge of branch, who consolidates the reports of the chiefs of sections on a form, a copy of which is hereto appended as an exhibit, which is sent to the chief clerk of The Adjutant General's Office. The report to the chief clerk also shows the number of cases on hand and

received for the day, and the number of clerks present for duty and the number absent.

A daily report of absentees is submitted by the clerk in charge of each section to the clerk in charge of the branch. Whenever an employee is late, he must submit a written explanation of the cause of tardiness. A form is provided for this purpose.

A clerk in the office of the clerk in charge keeps a daily card report of every clerk in the branch, which shows the section in which said clerk works, his full name, salary, work performed each day, and in the case of carders, the percentage of errors. This is consolidated at the end of six months to be used in considering the efficiency of the clerk.

A report of cases on hand at close of day is prepared by the head of each section. This report shows the number of cases on hand in each of the sections throughout the branch.

This branch has six deliveries of mail to and from the main office of The Adjutant General's Office each day. and seven on Saturdays. The hours of collection are as follows: 8.30 a. m., 10.10 a. m., 11.15 a. m., 1 p. m., 2.30 p. m., 3.30 p. m.

The wagon that calls for this mail also leaves such mail as may be sent to this branch from the main building.

This branch also has a system of sending a messenger with any paper that is "immediate" or "special." The paper to be so delivered is given to the clerk in charge, by whom it is immediately dispatched by special messenger to its proper destination.

General equipment in the Tenth Street building.

Heating and lighting equipment.—These buildings are steam heated and are lighted by about three hundred and fifty 16 and 32 candlepower electric lights, which will total five hundred 16 candlepower.

Files.—The file cases used at this branch are the Woodruff vertical wooden files.

Telephones.—There are two telephones in this building, one being located on the desk of the clerk in charge, the other on the desk of the clerk in the adjoining room.

Typewriters.—There are only two typewriters at this branch, one a second-hand No. 7 Remington, the other an old model semicircular Hammond.

Block and tackle.—A block and tackle is suspended from a beam in the center rear of the Ford Theater Building and is used to elevate or lower furniture, stationery, circulars, etc.

DETAILED DESCRIPTION OF EACH SECTION OF THE TENTH STREET BRANCH.

Section I.—Carding records.

Location.—This section occupies a part of the third floor of the old Ford Theater Building. Mr. Yount is the clerk is charge.

Functions.—The function of this section is the carding of records; i. e., the preparing of index-record cards from original records.

Methods.—After the records have been prepared for carding by the index section on the second floor the cards printed for each particular roll, the records and printed blanks are sent to the carding section on the third floor, as required for carding. The rolls for an entire regiment or organization are usually received at one time, the records being in permanent office file boxes. An index of the organization on which each record is specifically noted accompanies cards and records. A careful examination is then made; and if the cards are found

correct, they are arranged for carding. There are usually several different forms of printed blank cards for each organization, and on each package of cards is put the number of the corresponding roll, and also a "model" card, to guide the copyist (carder). The records are then entered on a "blotter," from which they are issued for carding, and the date of issue and final date of completion are noted thereon. When the carding of an entire organization has been completed the cards, records, and index are returned to the index section on the second floor. After having been compared they are returned to the copyist for any necessary correction, after which they are again returned to the index section.

The copyist makes a report of work each day, showing the hours on duty and the number of record cards made. From these reports a daily consolidated report is made showing number of clerks on duty, nature of duty, total number of record cards made, and the average of the section, which is forwarded daily to the Administrative Division. In addition to preparing the report above referred to, the clerk in charge of the section is required to give a constant oversight to the work. He decides doubtful entries, deciphers faded and mutilated records, etc., as the work progresses. He also has general supervision of the force and work of the entire third floor, makes a daily report of absentees, preserves order and discipline, and performs other duties incident to supervising a force comprising about 65 clerks.

Personnel.—The names, duties, and salaries of the clerks in this section are as follows:

Name.	Nature of duties.	Salary.
Yount, A. G	In charge of section	$1,800
Darrah, A. A	Assistant to clerk in charge, issues work to and instructs carders	1,000
Barton, L. L	Carding Confederate military records	1,200
Blalock, E. H	do	1,200
Cary, Tristram	do	1,200
Fish, R. W	do	1,200
Johnson, T. A	do	1,200
Middleton, J. P	do	1,200
Nelson, James	do	1,200
Norris, J. L	do	1,200
O'Driscoll, B. J	do	1,200
Potter, W. M	do	1,200
Rowe, G. M	do	1,200
Scott, W. H	do	1,200
Taylor, O. T	do	1,200
Wilkinson, J. W	do	1,200
Boyd, I. A	do	1,000
Brown, James	do	1,000
Giss, R. L	do	1,000
Hyatt, J. B	do	1,000
Jeffrey, W. P	do	1,000
Lecture, W. G	do	1,000
Love, J. W	do	1,000
Martin, L. H	do	1,000
Mustain, A. B	do	1,000
Ramsey, J. A	do	1,000
Roxby, W. A	do	1,000
Stewart, J. S	do	1,000
Sykes, L. F	do	1,000
West, G. C	do	1,000
Williams, J. W	do	1,000
Ingraham, J. A	Furnishing statements from military records	1,000

SECTION II.—*Distributing record cards.*

Location.—This section occupies a part of the third floor of old Ford Theater Building. Mr. Buckler is in charge.

Functions.—Distributing record cards after they have been compared with the original records.

Methods.—When the record cards of an organization have been stamped and dated they are sent to the distributing section for arrangement in cases. All the cards of each soldier are brought together, and although copied from various sources, as regimental, prisoner-of-war, and medical records, and at various times they are placed in one group. When this has been done all the cards of the organization are sent to the second floor for jacketing.

Personnel.—The names, duties, and salaries of the clerks in this section are as follows:

Name.	Nature of duty.	Salary.
Buckler, Z. S	In charge of bistributing section	$1,800
Warren, S. R	Assorting and distributing military record cards for briefing	1,600
Sewell, T. E	Distributing and assorting record cards for briefing	1,400
Crosby, A. U	Distributing and assorting record cards preparatory to briefing	1,200
Mulhall, W. M	do	1,200
Reiss, B. W	do	1,200
Hensley, J. T	do	1,000
Hibbard, W. W	do	1,000
Miller, J. A	do	1,000

SECTION III.—*Identification records.*

Location.—This section occupies part of the third floor of the old Ford Theater building and one room on third floor of annex. Mr. Kaye in charge.

Functions.—(*a*) Classifying, filing, and having the custody of the identification records of the Regular Army, consisting of examination forms, outline figure cards, finger-print records, photographs; (*b*) searching records for purpose of establishing the identity of enlisted men, and former enlisted men.

Methods.—An identification record is prepared and forwarded to this office of every man who enlists or reenlists in the Army. A complete identification record consists of a finger-print record, a photographic negative and photograph, and the report of the physical examination of the soldier. Upon the receipt of the above records in the personal identity section they are sorted, counted, and stamped with the date of their receipt and turned over to Mr. Vreeman. Mr. Vreeman verifies the sorting of the different records by posts and by months and enters them on what is known as a "check slip," a sample of which is attached hereto. This is done in order to keep track of all records received and also of those due but *not* received. At the end of each month a monthly report of applicants for enlistment is, or should be, received from each of the posts, recruit depots, and recruit depot posts in the Army. If any of the records or reports have not been received they are written for. The identification records are then passed to Mr. Wines, who "preliminarily examines" the finger-print records to see that each impression is satisfactory and that the rolled impressions have been taken in their proper sequence; in fact, he critically examines the records to see that they are satisfactory in every respect. If they are defective, they are returned for correction after a casual search over

the finger-print records of the same classification. After the finger-print records have been examined and found correct, they are separated from their negative jackets, which contain the photographic negative and the photograph (the jackets and contents are usually sent on the inside of the folded finger-print records), and then turned over to the classifiers.

The classification of the finger-print records is done in accordance with the method of E. R. Henry, and described in his book entitled "Classification and Uses of Finger-Prints." After they are classified they are turned over to a reexaminer (Mr. Parks), who goes over them carefully to see that they have been classified correctly. He afterwards enters the classification number on the negative jacket. As these jackets are filed alphabetically, the negative jacket furnishes an alphabetical file to all enlistments and also an index to all finger-print records in the main file.

After the finger-print records have been reexamined and indexed the finger-print record is passed on to the searcher. It is his duty to search the records first in the place where the new case is classified, and, if no record is found, in all the possible combinations that it *might* come under. If a record of the same man is not found, the file is researched and if the research develops no similar record, the new record is filed in its proper place as classified. If on searching, a finger-print record is discovered in the file corresponding to the one in hand, it is a "discovered identity." The negative jackets are brought together, and if a note is found thereon showing that prior service terminated otherwise than honorably, the case is written up on form provided for the purpose, and, together with the finger-print records of both enlistments, sent to the Administrative Division. A telegram is sent to the place of enlistment directing the confinement of the recruit. If a reply is received stating that the recruit has been confined, the case, of which a record has been made in the Mail and Record Division, is returned to the identity section and photographic copies of both the finger-print records and photographs are made and the case returned to the Administrative Division with the copies. The duties of the photographer, in addition to making these copies, are to critically examine all photographs and negatives received and, if found unsatisfactory, to comment thereon. Unsatisfactory photographs and negatives are returned to have new ones made.

All reports of desertion after having been recorded in the Mail and Record Division are sent to the identity section to be noted and have data for circulars prepared. Notation is made on the negative jackets of all delinquencies of the soldier, such as desertion, dishonorable discharge, absence without leave, discharge on surgeon's certificate of disability, etc. The data is prepared on Form No. 389, A. G. O. After the circulars are printed they are sent to this section to be mailed. They are sent to the United States marshals, private detectives, police officers, sheriffs, etc., and also to the different military posts. The places of birth, residences, residences of beneficiaries, etc., are circularized by sending circulars to those and surrounding towns and to the sheriffs of the counties in which such towns are located and to sheriffs of adjoining counties. The mailing list for this purpose is prepared by the aid of an atlas and is called a "special mailing list." This work is under the supervision of Mr. H. H. Brown. If the post commander reports that the recruit deserted before the telegram directing his confinement was received, data is at once furnished for a circular in his case.

A file is also made and kept up, showing the locality of birthplaces, residences, and beneficiaries, arranged by States and counties, so that all deserters from

certain localities are brought together. This is used to answer calls from officers and persons desiring to know if any deserters are at large from any particular section or place. A complete alphabetical file is kept of all men identified as disqualified by desertion or other causes. This record is made on forms marked "B" and "C," which tell who was identified, when reported, how he was identified, by whom, and remarks. "How identified" seems superfluous as this section is identifying by means of the finger-print system, but before the finger-print system was in operation identifications were made by means of scars and marks. They then kept a record of all tattoo marks, arranged according to a system, and if a man with distinctive tattoo marks should now enlist for whom they have no finger-print records they would identify him by the "tattoo file." A descriptive and assignment card is received for all men enlisting and is sent to this section to have their assignment noted on the negative jackets. Mr. Duncan is in charge of this work. Mr. Fleetwood files all negative jackets.

Personnel.—The names, duties, and salaries of the clerks in this section are as follows:

Name.	Nature of work upon which engaged.	Salary.
W. S. Kaye	In charge of identity section	$1,600
A. I. Daugherty	General assistant to clerk in charge	1,400
P. K. Pennington	Assists on data for deserter circulars and miscellaneous work	1,400
Oren Atwood	Classifying finger-print records	1,200
W. A. Brinkman	In charge of mailing deserter circulars	1,200
C. A. Fleetwood	Filing negative jackets	1,200
J. S. Hunt	Searcher and researcher of finger-print records	1,200
H. I. Littlejohn	Photographer	1,200
A. W. Parks	Reexamines and classifies finger-print records	1,200
H. W. Miller	Noting apprehensions and surrenders and getting out data for deserter circulars.	1,200
C. D. Skippon	Assistant photographer and answers calls for Navy identifications.	1,200
H. A. Vreeman	Keeps check list of all records received and writes for missing records, and answers calls regarding reenlistments.	1,200
R. E. Wines	Preliminary examination of finger-print records and miscellaneous work.	1,200
R. B. Duncan	Noting assignments on negative jackets	1,200
H. H. Brown	Makes out special list for mailing deserters' circulars	1,000
G. E. Hernandez	Assists on preparation of special list for mailing deserters' circulars and addresses envelopes for list.	1,000
P. Mora-Rico	Noting dispositions on negative jackets	1,000
Jose Escabi	Examines and files reports of physical examination	1,000
W. H. Bozarth	Classifies finger-print records	1,000
Wilhelm Fennel	Handles reenlistments and locality index	1,000

Equipment.—This section has a photographic outfit consisting of a Folmer & Schwing 11 by 14 camera. This is equipped with a Cook lens. This outfit is on the third floor of the Tenth Street annex, one large room, which includes a dark room, 8 by 10 feet. The operating expenses, not including salaries, are about $60 per month.

SECTION IV.

Location.—This section occupies the first and part of the second floor of the old Ford Theater Building, part of the Seventeenth Street branch, and of room 94, State, War, and Navy Building. Mr. Rosafy is in charge.

Functions.—The functions of this section are as follows:

(*a*) Comparing military record cards with original records.

(*b*) Briefing military record card jackets.

(*c*) Examining jacketed military record cards for accuracy and completeness.

(*d*) Recording card numbers on jackets. (Card numbering.)

(*e*) Arranging and file numbering military card jackets.

(*f*) Making duplicate index cards for State and consolidated indexes.

(*g*) Searching and reporting from records.

(*h*) Filing.

(*i*) Examining and preparing records for carding; making indexes of records for carding (at Seventeenth Street branch and at room 94, State, War, and Navy Building). Mr. Whitcomb in charge.

(*j*) Printing.

Methods: (*a*) *Comparing.*—After records have been carded the cards are sent to the comparers and carefully compared with the original records as a safeguard against errors and omissions, and the correctness of each copied entry is determined with absolute certainty before the card is allowed to pass to the next stage of work. All errors and omissions are noted and returned to the copyist for correction.

The cards are then sent to the automatic numbering machine and each card receives a number in the series to which it belongs.

The numerical index card shows the number of military record cards made from each original record and the first and last card number.

The cards are then sent to the distributing section and distributed in such a way that all cards pertaining to each person will fall together and are then returned to the briefer.

(*b*) *Briefer.*—The briefer ascertains the correct names, rank, company, and regimental organization, places the cards in the manila jacket, and properly briefs the above data on the jacket.

(*c*) *Examiner.*—The examiners next receive the jacketed records and arrange the cards in their proper chronological order, investigate and remedy all defects that may be discovered, make the necessary reference slips for variation of names, files with the military card records any medical cards and personal papers that may pertain to the case, enters and checks the steps taken on the face of the jacket. The jackets are then ready for card numbers.

(*d*) *Card numbering.*—The numerical card number of each index record card is entered with red ink on the face of the card jacket, after which they are file numbered.

(*e*) *File numbering.*—The jacketed records, after being arranged alphabetically by organizations, are numbered consecutively. They are then indexed.

(*f*) *Indexes.*—Duplicate general index cards are made for each jacketed case and reference slip for the State and the consolidated general indexes.

(*g*) *Searching and reporting.*—The searching and reporting from the military card records includes the making of statements of service from all records in the custody of this branch and furnishing data of all kinds from these records in response to requests for information from various authorized sources.

(*h*) *Preparing records for carding.*—This work consists generally of arranging, classifying, and indexing records of Confederate prisoner of war and military records of organizations that were in the Confederate service in the Civil War preparatory to carding. In addition to handling the records on file, many records are received from time to time from the various States that furnished troops for the Confederate service. These records are loaned to the War Department so that copies may be made of them for use in The Adjutant General's Office. These borrowed records, after being carefully examined as to their authenticity, are then compared with the records on file in order to avoid duplication. Owing to the errors made in the names and organizations on the rolls of Confederate prisoners of war, considerable work in addition to that above mentioned is performed; as these errors require searches to be made of the original carded rolls and military prison registers, in cases where some of the cards made from the records can not be properly placed with the cards showing the correct name and organization on account of the difference in the prisoner's name or organization, or both, as shown on some of the records from the time of capture to the time of final disposition. Besides the regular rolls and registers of the prisoners of war there are many miscellaneous records that have to be compared with them, so that any records showing material information not shown on other records may be carded.

There are five clerks detailed from the Tenth Street branch to the Seventeenth Street branch who are engaged upon the work of preparing the Confederate records as above outlined. The duties of the clerk in charge (Mr. Whitcomb) are general supervision of the index work, making statements in cases where information is requested relative to Confederate records, answering inquiries made by Tenth Street branch and other divisions of the office. His other time is given to work of a supervisory nature. The duties performed by the other clerks are as follows:

Burton R. Ross; salary, $1.600. Examining the original indexes (or catalogues) made of the Confederate military records with a view to correction, if necessary, by reason of incompleteness or want of sufficient evidence for clearing up any complication which may be involved in the organization under consideration. His further duty is to copy the index and see that it compares with the original. The original index goes with the records to Tenth Street, the copy remains at Seventeenth Street for the use of the index section.

L. M. Mooers; salary, $1,400. Arranges and classifies miscellaneous prisoner-of-war records, compares them with the regular rolls and registers, and indexes such as are found to contain material information not shown on other records. He also attends to sending records to Tenth Street branch for carding and to receiving them back.

T. D. McCaw; salary, $1,200. This clerk is employed in furnishing information to Tenth Street branch for the purpose of placing the cards made from the prisoner-of-war records with the proper command to which the soldier belonged. Many of these records are incomplete and inaccurate as to the name and organization, which are found to vary on the records of the different prisons in which the soldier was confined.

C. E. McLaughlin; salary, $1,200. This clerk indexes the Confederate military records for carding, arranges them chronologically with their proper organizations. Notes are then made as to any changes in designation or organization caused by the many transfers, reorganizations, and consolidations in the Confederate States Army. The rolls being incomplete, it often requires a search of various miscellaneous files to ascertain the complete record of companies. Many regiments were formed by consolidation of other regiments

or battalions. It is then necessary to ascertain the authority for the action and identify prior service. In case of a disbanded organization, investigation is made to determine any subsequent service of its members in other organizations.

(*j*) *Printing.*—The force employed in printing may be referred to as a separate section, although, as the Tenth Street branch is organized, it is a part of Section IV. The printing section is maintained for the purpose of printing the various cards, blanks, pay checks, memoranda, envelopes, and miscellaneous forms used in connection with the work of The Adjutant General's Office.

This section occupies three rooms on the first floor, one room being used as a composing or typesetting room and also containing an engine and a paper cutter, and the other rooms being used as pressrooms. The composing room contains over 100 fonts of job type. It is estimated that there are several thousands pounds of body type; that is, plain printing type of the sizes known in the trade as 6-point, 8-point, 10-point, 11-point, 12-point, and 14-point.

The two pressrooms contain six printing presses, engines, and a numbering machine. In one pressroom are four presses, known as cylinders and platens, respectively. The cylinder press is what is known as a two-revolution, two-roller press, and may be used to print a sheet approximately 36 by 42 inches. The platen presses are one Universal of the size known as half-medium, one of the size known as half super-royal, and one Gordon of the size known as eighth medium. In the other pressroom are two presses and a numbering machine. The presses are cylinder and platen, respectively, the cylinder being what is known as a drum cylinder, and the platen is a Universal, half-super-royal in size. This pressroom also has an engine to drive the presses and the numbering machine. The presses are from 20 to 40 years old.

Eleven men are available for work in the printing section. They are carried on the rolls of the office as clerks detailed to the work of printing. The man in charge receives $1,600, 4 men receive $1,400 each, 4 men receive $1,200 each, and 2 men receive $1,000 each, the average being $1,272 each for the entire force. When there is not sufficient work to keep the whole force of 11 men fully employed in the printing section, the men are assigned to clerical work. The number steadily employed in the printing section is estimated to average 7 men. Of those employed in the composing room, 4 are said to have served an apprenticeship and are regarded as compositors. They entered the service as such. When additional help is needed in the pressrooms, compositors or clerks are assigned to the work of feeding presses, etc.

In general, the work done may be described as blank work or small job work. It is estimated that there are 500 different forms, which vary in size and number printed. Some forms have many changes, and an edition may range from 10 to 175 copies. Nearly all these forms are printed directly from the type, and in only a few cases are electrotype plates used.

As indicative of the quantity of work done, the following statement covering the period from January 1 to June 30, 1912, is given:

Forms	850,000
General index cards	160,000
Record cards	527,000
Envelopes, all kinds	725,000

This statement does not include various small jobs and miscellaneous work.

No daily record of the product of each press is kept, nor is there any account kept of the actual time during which the presses are in use. It is stated there are periods when all the presses are running and other periods when all are idle.

Personnel.—The names, duties, and salaries of all the employees in Section IV are as follows, the employees being located in the Tenth Street Branch, unless otherwise specified:

Name.	Nature of duties.	Salary.
Rosafy, L. A.	In charge of section	$1,600
Whitcomb, G. A.	Examining and preparing records for carding, making index of the records for carding (Seventeenth Street branch).	1,800
Booth, E. H.	Comparing military record cards with original records	1,600
Dony, J. H.	In charge of printing	1,600
Leonard, J. M.	Supervising searching and reporting from military card records	1,600
Ross, B. R.	Examining and classifying records for indexing and copying indexes (Seventeenth Street branch).	1,600
Spang, E. H.	Examining and arranging military and medical record cards after briefing.	1,600
Ballard, L. L.	Comparing military record cards with original records	1,400
Crabbe, W. G.	Record of work for Tenth Street branch and assisting in administrative section.	1,400
Donaldson, W.	Printing office forms and blanks (pressman)	1,400
French, G. B.	Comparing military record cards with original records	1,400
Malvin, W. H. J.	Briefing military card jackets and assisting pressman in printing blanks and forms.	1,400
Mooers, L. M.	Searching and examining prisoner-of-war records at Seventeenth Street branch.	1,400
Ricketts, Wm.	Printing office forms and blanks (compositor)	1,400
Shewalter, C. W.	Filing general index cards	1,400
Sommers, P. U.	Examining and arranging military cards and making statements of service from military record cards.	1,400
Underwood, C. H.	Examining and filing military record cards	1,400
Weaver, Darwin	Printing office forms and blanks and assistant to clerk in charge of printing.	1,400
Wyckoff, Harry	Searching military card files, Civil War, and filing general index cards.	1,400
Baker, John	Printing office forms and blanks (compositor)	1,200
Blazer, T. W.	Furnishing statements of service from military card records, operating stamp-numbering machine, and keeping a numerical index record.	1,200
Burke, F. E.	Printing office forms and blanks	1,200
Collings, W. H.	Comparing military record cards with original records	1,200
Davis, W. B.	Filing personal papers and medical cards	1,200
Douglas, A. S.	Filing military record cards	1,200
Douglas, J. E.	Comparing military record cards with original records	1,200
Fehl, Miss L. E. W.	Indexing military card jackets	1,200
Fowler, F. A.	Furnishing statements of service from military card records	1,200
Goodman, W. R.	Comparing military card records with original records	1,200
Graves, G. E.	Card numbering military card jackets	1,200
Hamm, Mrs. Frances	Briefing military card jackets	1,200
Hammer, I. N.	do	1,200
Hearst, W. T.	Filing general index cards	1,200
Hill, W. W.	Furnishing statements of service from military card records and examining and arranging record cards.	1,200
Howard, J. H.	Comparing military and medical record cards with original records.	1,200
Krause, C. A.	do	1,200
Patterson, C. H.	do	1,200
Rankin, E. D.	do	1,200
Sallade, M.	do	1,200
Whelan, T. A.	do	1,200

Name.	Nature of duties.	Salary.
McCaw, T. D	Searching records of C. S. A. prisoners of war (Seventeenth Street branch).	$1,200
McCoach, J. R	Printing office forms and blanks (pressman)	1,200
McLaughlin, C. E	Examining and classifying Confederate military records and making indexes thereof preparatory to carding (Seventeenth Street branch).	1,200
Schooley, J. H	Filing index cards	1,200
Smith, P. J	Furnishing statements of service from military record cards	1,200
Smith, J. C	Printing office forms and blanks	1,200
Street, H. R	Furnishing statements of service from military record cards	1,200
Ward, S. A	do	1,200
Upton, E. A	Keeps record of cases received and dispatched; time and work records of second floor.	1,200
Taylor, Miss H. G	Briefing military card jackets	1,200
Campbell, W. D	Furnishing statements of military records	1,000
Snyder, Fred	do	1,000
Jones, C. E	Comparing military record cards with original records	1,000
Rosenbaum, W. T	do	1,000
Leonard, Miss M. C	Indexing military card jackets	1,000
Herrera, Luis	do	1,000
Royer, J. H	Printing office forms and blanks	1,000

SECTION V.—*Preparing card forms.*

Location.—This section occupies a part of the second floor of the old Ford Theater Building. Mr. Lundy is in charge.

Functions.—The functions of this section comprise revising indexes of records to be carded and preparing card forms.

Methods.—The records for carding and their indexes are received by this section from the Seventeenth Street branch. The number and class of records are verified from accompanying index, and card forms are prepared for each record to be carded. These card forms are sent to the printer and the proofs furnished by him are verified and approved in this section. When the printed cards have been received they are placed with their proper record and sent to the copying section, samples of all forms being retained for future reference. When carding has been completed the records and cards are returned to Section V and from thence issued to the comparers.

Personnel.

Name.	Nature of duties.	Salary.
Lundy, E. K	In charge of section, revising indexes of records to be carded and preparing card forms for printer.	$1,600
Gilliam, R. H	Issues work to and instructs comparers	1,600
Rose, M. E	Preparing card forms for printer and revising indexes of records for carding.	1,400
Lieser, W. T	Preparing card forms for printer and searching	1,200

R. STATEMENT OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND EQUIPMENT OF THE SEVENTEENTH STREET BRANCH OF THE ADJUTANT GENERAL'S OFFICE.

This branch of The Adjutant General's Office consists of several units, and because of the nature of the organization and the work of the Seventeenth Street branch it has been found desirable to arrange this descriptive report in two main sections as follows: First, a description of the Seventeenth Street branch as a whole; and, second, a description in detail of the functions, methods, personnel, etc., of each subdivision of the Seventeenth Street branch.

General Description of the Seventeenth Street Branch.

I. *Location.*

This branch occupies the building known as 610 Seventeenth Street NW., which consists of five floors and a basement, each floor containing one room, 20 by 60 feet, and a large hall.

II. *Functions and work.*

The functions of this branch are as follows:

I. (*a*) Arranging and filing all duplicate muster rolls, returns, etc., of regimental and other organizations in service during the Mexican War, various Indian wars, the Civil War, the War with Spain, the Philippine Insurrection, and miscellaneous papers which are seldom needed to be consulted.

(*b*) The custody of part of the Confederate prisoner of war records.

II. Rebinding books, making mail jackets, etc., for The Adjutant General's Office.

III. Repairing documents, etc., which do not need rebinding, for The Adjutant General's Office.

IV. (*a*) Carpenter repair and cabinet work for The Adjutant General's Office.

(*b*) Blacksmithing, welding, etc., for The Adjutant General's Office.

III. *Personnel.*

The number of employees on each floor of the Seventeenth Street branch is as follows:

First floor:	
Skilled mechanic	$1,000
Messenger (detailed by Mr. Keiper to assist the carpenter)	$40
Second floor:	
Clerk in charge	1,600
Clerk	1,200
Clerk	1,000
Third floor:	
Bookbinder	1,200
Bookbinder, $4 per diem (detailed from G. P. O.).	
2 book sewers, $2 per diem (detailed from G. P. O.).	

Fourth floor:

Clerk (detailed from Tenth Street branch)	$1,800
Clerk (detailed from Tenth Street branch)	1,600
Clerk (detailed from Tenth Street branch)	1,400
2 clerks (detailed from Tenth Street branch)	1,200

A messenger (detailed by Mr. Keiper) comes on at 7 a. m. and remains until 3 p. m. He cleans up the building and does such messenger work as is necessary, including duty on hourly mail route. A messenger relieves him at 3, but carries mail as messenger until 4.30. After 4.30 he cleans up the building and acts as watchman until 11 p. m. He telephones to the Telegraph Division of the Secretary's office in the State, War, and Navy Building every hour on the half hour and goes to the branch at 1712 G Street every other hour. He is relieved by a watchman at 11 p. m.

GENERAL EQUIPMENT.

This building is heated by furnaces and has both gas and electric lights. There is only one telephone in the building, this being in the office of the clerk in charge.

DETAILED DESCRIPTION OF EACH SUBDIVISION OF THE SEVENTEENTH STREET BRANCH.

CUSTODY OF FILES.

(*a*) Claude R. Zappone, clerk in charge, salary $1,600, has the custody of, and personally arranges and files, all papers in the files of duplicate copies of muster rolls, returns, etc., of the regimental and other organizations in service during the Mexican, Indian, Civil, and Spanish-American Wars and the Philippine Insurrection.

These files are arranged by State, organization, and date, just as the files of original papers in the State, War, and Navy Building are arranged. When, from any cause, an original record is misplaced or mutilated or damaged to such an extent that it can not be read, this branch is called upon to supply the duplicate.

The file cases of duplicate military records, about 120 in number, are stored on the fifth floor (44 cases), fourth floor (28 cases), third floor (2 cases), and second floor (30 cases).

(*b*) This branch also has the custody of a part of the original prisoner of war records. The other original records of this class are in the State, War, and Navy Building, and are in the custody of Mr. Harley, Chief of the Archives Division.

NOTE. At the present time employees of the Tenth Street branch are working on these records, therefore the detailed information in regard to them is given under "Section IV" in the descriptive report on the Tenth Street branch of The Adjutant General's Office.

REBINDING BOOKS, MAKING MAIL JACKETS, ETC.

Location.—The bookbinding section occupies part of the third floor of the building at 610 Seventeenth Street NW.

Methods.—This section is maintained for the purpose of repairing and rebinding books, records, etc., and making "box-index cards" (or guides) and mail

jackets for The Adjutant General's Office. The methods of work may be briefly described as follows:

When a book or record needs rebinding it is sent to this section. The old worn-out covers are removed, damaged papers are repaired by tissue, vellum, paper cambric, etc., as the case may require. Unnecessary leaves or blank pages are taken out before rebinding, the remaining leaves are properly collated, sewed, and placed in covers. The work is then "finished," its particular treatment depending upon the character of the book and the purpose for which it is to be used. The amount of work on hand varies. The work is usually received in batches of 20 books at a time. The average length of time that a book is in the bindery is estimated as three days.

Besides the binding done in this section, certain index cards called "box-index cards" and certain mail jackets called "double-pocket mail jackets" are produced. The box-index cards are of various sizes, a typical sample being approximately 4 by 8½ inches. They are made of cardboard or thick manila and cut to the desired shape by hand, a pair of shears being used for the purpose. The double mail jackets are designed to hold papers of various kinds while being transmitted by the five-minute messenger service. In general appearance the mail jacket resembles an envelope minus the flap. A strip of cardboard or stiff manila is inserted in the jacket, running its whole length, and this serves as a partition between the two pockets. On the end of the cardboard partition the addresses are stamped. These double mail jackets are also handmade.

The blotters used in the Office of The Adjutant General are cut in the bookbinding section.

The material used in the binding and repairing of books is supplied by the Government Printing Office upon request of the clerk in charge of the bindery.

A record is kept of the books handled in the bindery, and a monthly report of the work done is sent to the bindery of the Government Printing Office. It is estimated that an average of about 65 books a month are completed in the section. Last year the section produced about 8,000 double mail jackets and about 10,000 box index cards.

The bindery keeps no account of the cost of work done nor does it keep any record of the cost of material received from the Government Printing Office. Aside from the known pay of the employees, there is no information available in the bindery as to the cost of its operation and maintenance.

Personnel.

Name.	Nature of duties.	Salary.
Britt, Geo. S	Practical bookbinder (in charge)	$1,200
Johnson, William R	Bookbinder ... per diem	4
Duffy, Margaret A	Sewer ... per diem	2
Simmons, Mary P	Sewer ... per diem	2

The per diem employees are detailed to the work of this section from the Government Printing Office. Their details are renewed each month. They are required to make a daily time report to the Government Printing Office. The three Government Printing Office employees in this section have been on detail for 2, 18, and 8 years, respectively. The clerk in charge began his duties in 1889.

Equipment.—The mechanical equipment consists of one 30-inch paper cutter, operated by hand; a binder's board cutter, and a stand press. There are no power-operated machines in the section.

REPAIRING DOCUMENTS.

Location.—This section occupies the rear of the second floor of the building at 610 Seventeenth Street.

Methods.—All worn, torn, or mutilated rolls, returns, and other papers and documents in the Office of The Adjutant General, in need of repair but not necessitating rebinding, are sent to this section, where they are repaired with vellum.

Personnel.

Name.	Nature of duties.	Salary
McKee, J. M. E.	Repairer and assistant to clerk (in charge of branch)	$1,200
Hoyberger, Martin	Repairer	1,000

CARPENTER AND BLACKSMITH SHOPS.

Location.—(*a*) The carpenter and repair shop occupies the first floor of the building at 610 Seventeenth Street.

(*b*) The blacksmith shop is in the rear of the building at 610 Seventeenth Street.

Methods.—(*a*) Practically all the cabinetwork, carpentry, upholstery, job work, etc., for The Adjutant General's Office is done in this shop. They make new filing cabinets and boxes and repair old cases and boxes. They also repair all furniture, etc., for The Adjutant General's Office. All cast parts used for repair purposes in this shop are purchased (except such box "runners" as are made at the Tenth Street branch of The Adjutant General's Office).

(*b*) Such welding and ironwork as becomes necessary to be done for The Adjutant General's Office is taken care of in this shop.

Personnel.

Name.	Nature of duties.	Salary.
Ulrickson, Otto	Skilled mechanic	$1,000
Caton, R. T.	Messenger	840

Equipment.—(*a*) The equipment of the carpenter shop consists of 1 carpenter's outfit, incomplete; 2 electric motors; 1 hand planer and joiner; 1 saw bench.

(*b*) The blacksmith shop equipment consists of 1 anvil, 1 sledge hammer, 1 forge, a number of handmade tools for use in shop.

Appendix III.

THE PRESS COPY VERSUS THE CARBON COPY IN ITS LEGAL ASPECT.

One of the arguments advanced by those who are opposed to the substitution of the carbon copy as a record of outgoing correspondence for the press copy now employed is that the character and effect as "secondary" evidence of the carbon copy is less potential than the press copy.

Under the "Best Evidence Rule" the highest degree of proof of which the case from its nature is susceptible must if accessible be produced. Of course, the original signed letter or document is the best evidence and a copy secondary to the original writing is not conclusive.

I. The Press Copy as Evidence.

It is a well-settled rule of law that where the fact to be proved is evidenced by a written instrument or other writing the original writing is the best evidence and the copy is not admissible unless the original is produced or its absence is satisfactorily explained, or unless the copy is made primary evidence by statute. An examination of the cases in relation to the introduction of press copies as evidence discloses that the courts are unanimous in their decisions that letterpress copies or even photographic copies of letters or documents are at best secondary evidence and can only be brought into court upon compliance with the rules governing the introduction of such evidence.

In the case of Woodenware Co. *v.* Harmon (128 Wis., 177; 107 Northwestern Reporter, 239) the supreme court of the State said:

"The court received letterpress copies of letters in evidence over objection. They were objected to on the ground that there was nothing to show that the originals were not in existence and that they could not have been produced if proper steps for their production had been taken. The circumstances did not disclose but that the originals were in existence, in the custody of the county clerk and under a proper subpoena could have been brought into court. Under such circumstances no proper foundation is shown entitling him to offer copies as the best available evidence on the subject. Original letters and letterpress copies are not regarded as being duplicates."

The following is laid down by the Supreme Court of Missouri in the case of State *v.* Lentz (154 Mo., p. 223; 83 Southwestern Reporter, p. 970):

"Press copies of letters written by a stranger to this proceeding clearly fall within the class of testimony given as secondary evidence. The original letters being primary, the copies must be placed in the secondary class. This testimony was only admissible after proper and unavailing efforts to secure the originals had been made. The mere fact that they could not compel the production of the originals would not avoid the necessity of at least making an effort to secure them. It will suffice to say on this question that upon the retrial of this case the proper foundation can be laid for the introduction of this testimony."

See also to the same effect:

Macbeth Co. *v.* Ostheimer (159 Fed., 655).

Spottswood *v.* Weir (66 Cal., 525; 6 Pac., 381).

Watkins *v.* Paine (57 Ga., 30).

Heilman Milling Co. *v.* Hotaling, (21 Ky. L. Rep., 950; 53 S. W., 555).

Westinghouse Co. *v.* Tilden (56 Nebr., 139; 76 N. W., 416).

Foot *v.* Bentley (44 N. Y., 166).
Heller *v.* Heins (78 N. Y. Supp., 887).
Anglo American Packing Co. *v.* Cannon (31 Fed., 313).
Nodin *v.* Hurray (3 Camp., 228 (England)).
Loverin *v.* Bumgarner (59 W. Va., 46).

II. The Carbon Copy as Evidence.

(*a*) *As primary evidence.*—By the overwhelming weight of judicial authority the carbon copy is held to be primary evidence, and is thus placed upon a much higher evidential plane than the press copy, and its introduction as evidence is not dependent upon notice to the opposite party to produce the original or submit explanation as to its nonaccessibility.

The leading case as well as the most recent upon this subject is "International Harvester Co. *v.* Elfstrom," decided June 7, 1907, in the Minnesota Supreme Court (101 Minn., 263). This was an action brought to recover upon a written contract for the purchase price of a McCormick binder, which the plaintiff claimed it sold and delivered to the defendant. The jury returned a verdict in favor of the plaintiff and appeal was taken. One of the questions upon the appeal related to the reception in evidence of what the appellant claimed was a mere copy of the contract without having first accounted for the absence of the original. The court in deciding upon this question said:

"This presents an interesting and somewhat novel question, but which by reason of the introduction of labor-saving devices in modern offices is liable to arise more frequently in the future. A sheet of carbon paper was placed between two sheets of order paper, so that the writing of the order upon the outside sheet produced a facsimile upon the one underneath. The signature of the party was thus reproduced by the same stroke of the pen which made the surface, or exposed, impression. In State *v.* Teasdale (120 No. App., 692; 97 S. W. Rep., 966) it was held that a carbon copy of a letter was not admissible in evidence until the original letter from which it was made was accounted for. The signature would not, under ordinary circumstances, appear upon the carbon copy of such a letter. In Chesapeake, etc., R. Co. *v.* Stock (104 Va., 97; 51 S. E. Rep., 161) it was held that a carbon copy made at the same time by the same impression of type may be regarded as a duplicate original of the letter itself and admitted in evidence without notice to produce the letter. We think this view can be sustained, and that a clear distinction exists between letterpress copies of writings and duplicate writings produced as was the contract in the case at bar. It is well settled that where a writing is executed in duplicate or multiplicate each of the parts is the writing which is to be proved, because by the act of the parties each is made as much the legal act as the other. Crossman *v.* Crossman, 95 N. Y., 145, 148; Hubbard *v.* Russell, 24 Barb. (N. Y.), 404, 408; Lewis *v.* Payn, 8 Cow. (N. Y.), 71, 18 Am. Dec., 427; Jackson *v.* Denison, 4 Wond. (N. Y.), 558; Barr *v.* Armstrong, 56 No. 577, 586; Weaver *v.* Shipley, 127 Ind., 526, 27 N. E. Rep., 146; Cleveland, etc., R. Co. *v.* Perkins, 17 Mich., 296; Philipson *v.* Chase, 2 Campb., 110. It is very generally held that a reproduction of a writing by a letterpress can not be considered as a duplicate. 2 Wigmore Ev., 234, and cases there cited; Nenasha Wooden Ware Co. *v.* Harmon, 128 Wis., 177, 107, N. W. Rep., 299.

"The distinction between letterpress copies and instruments produced by the use of carbon paper, as in this instance, seems reasonably clear and satisfactory. What makes two numbers of an instrument duplicates and equivalents is the fact that the legal act of the parties as consummated embraces them both. Letterpress copies are produced by an act distinct from and subsequent to the consummation of the legal act of execution. It may or may not be the act of

the parties to the contract. We know from common experience that such copies are ordinarily produced by the labor of clerks and other employees, and that the results are not always satisfactory. But all the numbers of a writing which result from the completion of the legal act of the parties, although aided by mechanical devices or chemical agencies, meet the requirements of originals. If the reproduction is complete there is no practical reason why all the products of the single act of writing the contract and affixing a signature thereto should not be regarded as of equal and equivalent value. In this instance the same stroke of the pen produced both signatures. The argument that the recognition of these instruments as duplicates would encourage fraudulent practices does not touch the principle involved.

"The order of the district court is affirmed."

The following cases are in accord with the above case in holding that the carbon copy of a writing is admissible in evidence without accounting for the nonproduction of or making an effort to produce the original:

Chesapeake, etc., R. Co. *v.* Stock (104 Va., 97; 51 S. E., 161).

Hubbard *v.* Russell (24 Barb., 404).

Cole *v.* Ellwood Power Co. (216 Pa. St., 283; 65 Atl., 78).

Virginia-Carolina Chemical Co. *v.* Knight (106 Va., 674; 56 S. E., 725).

Waterman *v.* Davis (66 Vt., 83; 28 Atl., 664).

Wright *v.* Chicago, etc., R. Co. (118 Mo. App., 392; 94 S. W., 555).

Savannah Bank & Trust Co. *v.* Purvis et al. (65 S. W., 35).

Burnett Cigar Co. *v.* Art Wall Paper Co. (51 So., 266).

In the case of Chesapeake & Ohio Railroad Co. *v.* F. W. Stock & Sons (51 S. E. Rep., 161), a Virginia case, the court said:

"The contention of the plaintiff in error is that a copy of a letter can not be admitted in evidence where no notice has been given to produce the original and no foundation laid for the introduction of a copy. To this the defendants in error replied that a letter-press copy is not regarded as equivalent to the letter itself, but a carbon copy, which is made at the same time and by the same impression of type with the letter, may well be regarded as a duplicate original with the letter itself. And we think this position is sound."

In the case of Hubbard *v.* Russell (24 Barb., 404) the court said:

"If two letters are written at the same time to the same person, one being the exact counterpart of the other, one being sent to the person addressed and the other retained by the writer, each is an original, and the one retained may be put in evidence by the party who retained it without notice to the opposite party to produce the other."

The following is an extract from the syllabus of the case of Cole *v.* Ellwood Power Co. (65 Atlantic, 678; Supreme Court of Pa.):

"Where the original paper and the carbon copy are made on the typewriter at the same time and signed by the same person and executed in the same manner, both may be considered originals and either one is admissible in evidence without notice to produce the other."

In the case of the Virginia-Carolina Chemical Co. *v.* Knight (Va.; 56 S. W. Rep., 725) the action of the lower court in admitting in evidence a copy of the paper headed "Immediate report of accident" and signed by "H. Harlan, employee," in which it was stated among other things that the plaintiff, at the time of the accident was an employee of the defendant, was assigned as error. The admissibility of the paper was denied on three grounds:

1. That it was a copy and not an original.

2. That the original was sent to the attorneys representing the defendant in this case and was therefore a privileged communication.

3. That it was not made by one who had authority to bind the defendant by his admission.

The Supreme Court of Virginia held:

"It appears that the paper offered in evidence was one of three, all made at the same time and by the same impression of the copying pencil. One, called the original, was made to be sent to the Travelers Insurance Co., in which it is claimed the defendant had a policy of indemnity; one to be sent to the manufacturing department of the defendant, and the other to be retained for its files. The paper in question must be regarded as a triplicate original, and under the decision of Chesapeake & Ohio, etc., was, if otherwise proper, admissible in evidence."

Wright *v.* C., B. & Q. (Mo.; 94 S. W. Rep., 555), extract from opinion of the Court:

"Something was said in the testimony as to the carbon copies of the scale tickets. This we understand means several copies made at one writing. Such carbon copy is practically an original and there can be no objection to receiving it as evidence."

Savannah Bank & Trust Co. *v.* Purvis et al. (Ga.; 65 S. W. Rep., 35):

"We think the court erred in holding that the notice as to attorney's fees and the evidence as to its mailing, etc., was secondary evidence and incompetent on the ground that the copies of the notice actually sent to the defendants were the highest evidence and that it was necessary for the plaintiffs to serve notice to produce on the defendants before that nature of proof would be authorized. As was said by the Supreme Court of Alabama in Westbrook *v.* Fulton in speaking of a similar transaction: "'These papers or notices do not stand to each other in the relation of original and copies. One is just as much an original as the other.'"

Burnett Cigar Co. *v.* Art Wall Paper Co., 51 Southern Reporter, 266 (Alabama).

This was a suit for breach of contract. The contract in question was prepared in writing in quadruplicate form. It was typewritten with three carbon copies. There was therefore no question as to primary and secondary evidence. Each was necessarily a copy of the other and each was the original of the other until signed. Of course, those that were signed became the contract, and if no changes were made in any, those not signed were only copies of those signed with the signatures of the parties wanting.

One of these copies appeared to have been changed by erasures and by interlineations shown to have been made by Burnett after they were prepared; whether before or after execution was disputed, and whether the typewritten document, with or that without interlineations constituted the contract, was one of the disputed questions, the plaintiff claiming that the interlineations were not a part of the contract and the defendant that they were.

The court said:

"The contract was executed in duplicate—that is, two of the four prepared copies were signed—each party retaining one of the duplicates. The plaintiff showed loss of the copy kept by it, and one of the other two copies not signed was therefore the next best evidence of the original, if there were no changes or interlineations made before it was executed. As to whether these changes were made before it was executed was disputed, and it was a question for the jury to say which line of theory of it they would believe. Appellants contend that plaintiff's copy of the contract having been lost, the other copy changed by the defendant should have been introduced instead of the copy offered and otherwise identified as a true and correct copy of the original which was shown to have been lost. This might be true as a general rule of evidence, but not in this particular case, where it was shown and admitted that the one held by defendants had been changed by interlineations and materially changed from

the copy held by the plaintiff, which was lost, and as claimed by plaintiff, though denied by defendant, changed after the contract was executed. While the defendant's copy was admissible to prove their theory, and it was introduced in evidence with defendant's explanation as to the interlineations, it was not conclusive and did not render the carbon copy offered in evidence inadmissible, it being identical with that of the defendant's, except as to the interlineations, and defendants did not contend that they ever made any interlineations as to the copy held by the plaintiff, and which was lost."

(*b*) *The carbon copy as secondary evidence.*—It appears from the above citations that the carbon copy is placed upon a higher evidential plane as a record of correspondence than the letter-press copy. The letter-press copy is in no instance regarded as of the same probative force as the original, whereas a carbon copy, in nearly all jurisdictions, is held to be practically an original. and therefore introducible as such. In the only case in which the carbon copy is not regarded as primary evidence, it is placed upon the same plane as the letter-press copy and held by the court to be admissible under the same rules as apply to a letter-press copy.

In the case of McDonald *v.* Hanks (Tex.; 113 SW. Rep., 504), the plaintiff undertook to establish the execution of a deed. In laying the predicate for the introduction of secondary evidence to establish the execution and contents of this deed, plaintiffs offered in evidence carbon copies of certain typewritten letters written by their attorney to surviving members of the family and relatives, making inquiry as to said deed. It was shown by the attorney who wrote the letters that it was his custom, in preserving copies of business letters, to prepare carbon copies of the originals, which were filed away. The carbon copies in question were not signed, but it was shown that the copies offered were such carbon copies of letters signed and mailed to the addressees. No effort was made to procure from such addressees, all of whom lived in this State but in different counties, the originals of the letters sent, and no evidence was offered tending to show that such originals could not have been procured. Objection was made to the introduction of each of the copies on this ground, which was overruled, and defendants excepted and made the ruling the basis of their first four assignments of error.

The Court of Civil Appeals held:

"We are of the opinion that the assignment should not be sustained. The copies of the letters signed and forwarded and those kept by the writers can not be considered duplicate originals. There can be no logical difference between such copies and letterpress copies, which have always been held to be copies which are not admissible in evidence without accounting for the nonproduction of the originals. If the writer, desiring to preserve a copy of the letter, writes at the same time two copies exactly alike, one of which he proposes to sign and other to keep, it is a matter of indifference which copy he signs, but the one signed becomes the original and the other a copy, no matter by what force of evidence it is shown to be an absolutely accurate copy. The court was in error in overruling the objection and admitting the copies; but in the view we take of this case such error does not require a reversal of the judgment, for the reasons hereafter shown."

In the case of State *v.* Teasdale (Mo.; 97 S. W. 995), a carbon copy of a letter received by the addressee was admitted in evidence over the objection of defendant. The addressee testified that he received the original and that it was in his office at his home in a distant city.

The Supreme Court held:

"That the court below erred in admitting the copy, if no effort was made to produce the original, which was shown to be in existence and in possession of the party offering the copy."

THE HANDLING AND FILING OF CORRESPONDENCE IN THE MAIL AND RECORD DIVISION OF THE OFFICE OF THE CHIEF OF ENGINEERS.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE MAIL AND RECORD DIVISION OF THE OFFICE OF THE CHIEF OF ENGINEERS.

I. Introduction.

To the end that the problem of the Division of Mail and Record of the Office of the Chief of Engineers of the War Department, which is the subject of this report, may be better understood, it is thought desirable to sketch in outline the location, general work done, and the organization of the office.

LOCATION.

This office is located in the State, War, and Navy Building and occupies 34 rooms, as follows:

Sub-basement: 018, 019, 021.

Basement: 17 to 21, 23 and 27, 91, 93, 95, 97, and 99.

First floor: 116 to 129, 191, 193, 195, 197, and 199.

GENERAL DESCRIPTION OF FUNCTIONS OF THE OFFICE OF THE CHIEF OF ENGINEERS.

The Chief of Engineers commands the Corps of Engineers and supervises all their operations through his office. This corps is charged with all duties relating to construction and repair of fortications, whether permanent or temporary; with all works of defense; with all military roads and bridges, and with such surveys as may be required for these objects or the movement of armies in the field. It is also charged with the river and harbor improvements, with military and geographical explorations and survey; with the survey of the lakes and with any other engineer work especially assigned to the corps by acts of Congress or orders of the Secretary of War.

War Department Order of May 15, 1894, which has never been rescinded, directed that bureaus containing not more than 25 clerks shall not have more than two divisions; those containing over 25 to 50 clerks, inclusive, shall not have more than three divisions; those of more than 50 clerks shall not have a greater number of divisions

than one for each additional 50 clerks and that of such division two shall consist of—

a. A Mail and Record Division, the business of which shall include the receipt and mailing of communications.

b. A Correspondence and Examining Division, the business of which shall include the drafting of correspondence and the examination of accounts and returns, or other like subjects.

At that time the force of this office was assigned to two divisions as specified in section 2 of the order of May 15, 1894. Theoretically, this divisional organization exists at this time. The Mail and Record Division has been kept intact, but is not presided over by a chief of division. The chief clerk is nominally in charge of this division, but the active administrative functions are performed by a clerk receiving a salary of $1,900, and designated as "clerk in clerical charge." The Correspondence and Examining Division exists in name only, the duties of this division being assigned to five independent sections, namely, military section, river and harbor section, miscellaneous civil section, accounts and contract section, and maps, files, and drafting section.

DESCRIPTION OF THE FUNCTIONS OF EACH DIVISION AND SECTION.

Mail and Record Division.—The Mail and Record Division is charged with the duty of (1) receiving and dispatching correspondence, (2) recording and indexing correspondence, and (3) filing records, indexes, and documents. A detailed report for this division is given as Part II of this report.

Military section.—The work of this section comprises, in general, all correspondence involved in the administrative work of the office in connection with the designing, construction, maintenance, or repair of the seacoast fortifications and other military structures, the devising, preparation, and issue of engineer supplies and equipment to the Coast Artillery and to the mobile Army, the instructions and equipment of engineer troops, and the numerous miscellaneous military matters acted upon by the office, together with the keeping of records of the commissioned personnel of the Corps of Engineers.

More specifically, the work involves the preparation of both general and special instructions to constructing officers in relation to types and details of the various works and the methods of carrying them on, the examination of plans and projects for constructive work and supervision of same, the allotment of funds, the preparation of estimates for appropriations, the supervision of the purchase, the lease and sale of military lands and the determination of boundaries thereof, the examination and approval of requisitions for engineer

supplies, the construction and application to the military work of the office of laws and regulations, the compilation of regulations, orders, etc., affecting the work of the Engineer Department, the preparation and issue of all orders affecting the commissioned personnel of the Corps of Engineers, together with other numerous details of related work.

River and harbor section.—The papers acted upon by this division are those bearing on all matters pertaining to improvement, by construction or otherwise, in rivers and harbors provided for by Congress and the consideration of applications and plans for construction of dams in navigable waters by private parties.

Upon the executive branch of this division devolves the consideration of related correspondence, including communications from outside parties, except such as concerns bids and contracts.

This involves the study of reports on preliminary examinations and on surveys covering projected improvements, as well as the maps accompanying same, with a view to the preparation of a suitable report to the Secretary of War with appropriate recommendation for transmission to Congress; the consideration and verification of all subprojects for the expenditure of the appropriations made by Congress and the indication of department action thereon; the allotment of funds for various works of improvement, including the operation and care of completed works and the consideration of subprojects as above for the expenditure of such allotments; consideration of all requests for authority to purchase plant, machinery, supplies, land, etc., required for use on river and harbor improvements; the consideration of estimates for additional funds to be provided by Congress for work in progress, each work being a separate item; the acquisition of land for river and harbor purposes and the lease of river and harbor property in pursuance of law; also the lease of water power developed by Government structures in streams under improvement and action in matters relating to water-power projects, except at Niagara Falls; the drafting and writing of correspondence necessary to the final action in each case; the preparation and editing of the Annual Report of the Chief of Engineers on river and harbor works.

The engineering branch passes upon engineering features in connection with plans for structures to be built and with specifications for construction work and excavation.

The floating-plant branch passes on all matters relating to the construction, purchase, and repair of floating plant, including the preparation of plans for dredges, steamboats, and other vessels, and of specifications therefor. This includes hulls, machinery, and other outfit.

Miscellaneous civil section.—The work of this section consists in the study of projects, preparation of correspondence, and recommendations in all matters relating to the establishment of and changes in harbor lines; the removal of wrecks and other obstructions to navigation; the bridging of navigable waters; the supervision of New York Harbor; the lakes survey; the water supply of Washington; the preservation of Niagara Falls; the national parks; the public buildings and grounds of the District of Columbia, and other miscellaneous matters.

Accounts and contracts section.—All work relative to money accounts, property returns, and bookkeeping is performed in this section. All contracts are also examined in connection with the specifications and bids to see that they conform to points of law and department regulations. A record of the civil-service employees in the Engineer Department at Large is also kept in this section. This section also has charge of the receipt, storage, and distribution of publications to officers in the field.

Map, files, and drafting section.—This section has the care and custody of all maps, charts, drawings, etc., received or made in the office. It is also charged with the examination and checking of maps, charts, and plans published under the direction of the Chief of Engineers or the publication of which is supervised in that office, comprising the lake survey charts, harbor charts, drawings illustrating the reports of district officers, confidential drawings relating to the national defense, maps of battlefields printed for use of the Army and for distribution, and maps for the establishment of the United States harbor lines, and preparation of maps, charts, and plans pertaining to fortifications and works of river and harbor improvements. It is also charged with the examination of descriptions of lands purchased for the United States, computation of areas and volumes, checking of surveys, preparation of lithographic transfers and lithographic stones. Maps, plans, etc., are reproduced in this section by blue print and Vandyke negative methods, by lithographic process, and also by photostat machines.

With the exception of the work performed in the accounts and contract section, the work of the so-called Correspondence and Examining Division is either of a legal, technical, or administrative character, and the method of conducting this work will not be considered in this report. A preliminary examination and report has been prepared on the accounting section and will be further considered and a detailed report made in connection with the report which the commission is now preparing on the accounting system in the War Department.

ORGANIZATION.

The organization of the office is as follows:

Executive and administrative:

1 brigadier general, chief of office.
1 colonel, assistant to chief of office.
1 lieutenant colonel, assistant to chief of office.
2 majors, assistants to chief of office.
2 captains, assistants to chief of office.
1 lieutenant, assistant to chief of office.

Legal:		
1 law officer, at $3,000		$3,000
Office of chief clerk:		
1 chief clerk, at $2,000	$2,000	
1 clerk, at $900	900	
6 messengers, at $840	5,040	
3 assistant messengers, at $720	2,160	
2 laborers, at $660	1,320	
1 charman, at $360	360	
		11,780
Military section:		
1 chief of division, at $2,000	2,000	
1 assistant engineer, at $2,400	2,400	
1 clerk, at $1,800	1,800	
3 clerks, at $1,600	4,800	
1 clerk, at $1,400	1,400	
1 clerk, at $1,200	1,200	
1 clerk, at $1,000	1,000	
3 clerks, at $900	2,700	
		17,300
River and harbor section:		
1 chief of division, at $2,000	2,000	
2 assistant engineers, at $2,400	4,800	
2 clerks, at $1,600	3,200	
1 clerk, at $1,400	1,400	
1 clerk, at $1,200	1,200	
2 clerks, at $1,000	2,000	
1 clerk, at $900	900	
1 ship draftsman, at $2,400	2,400	
1 draftsman (marine), at $1,800	1,800	
2 draftsmen (hull), at $1,800	3,600	
		23,300
Miscellaneous civil section:		
1 chief of division, at $2,000	2,000	
1 clerk, at $1,600	1,600	
1 clerk, at $1,200	1,200	
1 clerk, at $1,000	1,000	
		5,800
Accounts and contracts section:		
1 clerk (in charge), at $1,900	1,900	
4 clerks, at $1,800	7,200	
1 clerk, at $1,600	1,600	
5 clerks, at $1,400	7,000	
8 clerks, at $1,200	9,600	
2 clerks, at $1,000	2,000	
1 clerk, at $900	900	
		30,200

Mail and Record Division:		
1 clerk (in charge), at $1,900	$1,900	
2 clerks, at $1,800	3,600	
4 clerks, at $1,600	6,400	
6 clerks, at $1,400	8,400	
4 clerks, at $1,200	4,800	
5 clerks, at $1,000	5,000	
5 clerks, at $900	4,500	
		$34,600
Map files and drafting section:		
1 assistant engineer, at $3,600	3,600	
2 draftsmen, at $1,800	3,600	
1 draftsman, at $1,400	1,400	
1 draftsman, at $1,000	1,000	
1 clerk, class 4, at $1,800	1,800	
1 clerk, class 3, at $1,600	1,600	
1 clerk, class 2, at $1,400	1,400	
2 clerks, class 1, at $1,200	2,400	
1 lithographer, at $1,200	1,200	
1 mechanic, at $1,000	1,000	
1 blue-print operator, at $840	840	
		19,840
Total number, 107		145,820

Of the force above enumerated statutory provisions are made for 83 persons as follows:

1 chief clerk, at $2,000	$2,000
2 chiefs of division, at $2,000	4,000
8 clerks, at $1,800	14,400
11 clerks, at $1,600	17,600
13 clerks, at $1,400	18,200
16 clerks, at $1,200	19,200
10 clerks, at $1,000	10,000
11 clerks, at $900	9,900
6 messengers, at $840	5,040
3 assistant messengers, at $720	2,160
2 laborers, at $660	1,320
83 Total amount of appropriation	103,820

The legislative act of August 23, 1912, also provides that the services of skilled draftsmen, civil engineers, and such other services as the Secretary of War may deem necessary, may be employed only in the office of the Chief of Engineers to carry into effect the various appropriations for rivers and harbors, fortifications, and surveys to be paid from such appropriations, provided that the expenditures on this account for the fiscal year 1913 shall not exceed $42,000. Allotments have been made for the payment of 24 employees, from this appropriation, as follows:

1 assistant engineer, at $3,600	$3,600
3 assistant engineers, at $2,400	7,200
1 law officer, at $3,000	3,000
1 draftsman (ship), at $2,400	2,400

1	draftsman (marine engine), at $1,800	$1,800
2	draftsmen (hull), at $1,800	3,600
2	draftsmen, at $1,800	3,600
1	draftsman, at $1,400	1,400
1	draftsman, at $1,000	1,000
1	chief of division, at $2,000	2,000
2	clerks, at $1,900	3,800
1	clerk, at $1,600	1,600
1	clerk, at $1,400	1,400
1	clerk, at $1,200	1,200
1	clerk, at $1,000	1,000
1	lithographer, at $1,200	1,200
1	mechanic, at $1,000	1,000
1	blue-print operator, at $840	840
1	charman, at $360	360
24	Total amount of appropriation	42,000

II. Detailed Description of the Location, Work, and Methods of the Mail and Records Division.

This division occupies rooms 123, 121, 119, 117, 19, and 563 in the State, War, and Navy Building. The two rooms last named are used for filing purposes only.

This division has the care and custody of all correspondence of the bureau, except that relating to money accounts and property returns. About 65,000 pieces of correspondence are received annually, or approximately 210 daily, from the office of the chief clerk, where it had been previously received and separated into four groups, namely, fortifications and personnel, rivers and harbors, accounts and contracts, and maps and charts. About 95 per cent of this incoming mail is recorded and indexed.

Incoming correspondence.—The mail is placed in baskets on the desks to which it pertains, and the clerks in charge of the several desks examine and separate it into two classes, namely, correspondence which bears the office file marks, and that which is apparently new. A list of the former is made and handed to a record card file clerk, who withdraws the record card from the files and places them with the list on the appropriate desk. The letters pertaining to the latter class are taken by the clerks in charge of the several desks, who examine the current index to ascertain if there has been previous correspondence on the same subject. If nothing is found, the papers receive new file numbers with new record cards to correspond. Both classes are then arranged numerically.

Stamping and numbering.—The office stamp is imprinted on the back of the lower fold of the first sheet, showing the name of the department and office and the date of receipt of the particular paper. The number of the case and the serial subnumber of the paper, called "inclosure number," is inserted in ink within the office stamp.

Recording.—The necessary entries are made on record cards, showing the date of the receipt of the papers, the inclosure numbers, and a synopsis of the contents.

Forwarding original papers.—The original papers are then sent to the executive officers or clerks for action, all special mail being forwarded as soon as the letter has been recorded. Ordinary current mail is taken by messenger at 30-minute intervals and placed upon the desk of the executive officer or clerk to act upon.

Indexing.—The record cards are passed to the chief indexer, who places the proper index cards therewith and hands them to clerks, who index the new entries under persons, subjects, and places. The index clerk initials the record card to show that the proper entries have been made on the index cards. The index cards are then returned to the chief indexer, who files them in alphabetical order, by name and subject, and the record cards are passed to a record file clerk for file.

Outgoing correspondence.—From 45,000 to 50,000 pieces of outgoing correspondence pass through this division annually, or approximately a daily average of 160 pieces. Two carbons are made of all correspondence, excepting short and stereotyped indorsements, and three carbons are made of important letters to officers in the field. After letters have been signed they, together with the carbons and the documents to which they pertain, are sent to the desk of the dispatch clerk.

Dispatching.—The dispatch clerk separates the carbon copies from the originals, makes a list of the latter, which shows the case and inclosure number, the names of the persons to whom sent, the number of inclosures, and the date and hour of mailing. The dispatch clerk makes a press copy of all letters signed by the Chief of Engineers and his assistants. The letters are then placed in addressed envelopes, together with any inclosures which may have been sent to his desk, and sent to the folding room, where they are placed in a leather pouch marked "Chief of Engineers," which is then locked and turned over to the War Department wagon and taken direct to the city post office. The dispatch clerk arranges the carbons numerically, one being sent to the document file clerk for file and a perforated carbon copy, together with the document, to a record clerk, the third copy, if any, having been inclosed with the original letter.

Recording.—A recording clerk divides the perforated carbon into three parts $3\frac{1}{4}$ by 8 inches, and places it with the document. The documents are then arranged in numerical order. A temporary list, bearing the date, is made in pencil and sent to the record file clerk, who withdraws from the files the record cards bearing corresponding numbers. The record cards are then placed on the desk of a record clerk, who assembles the cards and documents, arranging them

numerically, after which they are separated into groups and placed on the desk to which they pertain. After action taken has been entered on the record card the document is sent to the file clerk for filing.

Indexing.—The record card and carbons are handed to the chief indexer, who withdraws the necessary index cards and places them with the record cards, together with a memoranda indicating what new index cards are to be made, on the desk of an index clerk. The index clerk makes the necessary entry on the index cards, sends the record card and the carbon to the record card clerk for examination, pasting, and file. The index cards are placed in a distributing case and at 3 o'clock each day are placed in the index file by two index clerks.

Files.—Prior to 1890 the index to and record of cases were made in books. For the years 1890, 1891, and 1892 records of cases were made on cards and filed in universal file cases. From January 1, 1893, to the present date, cards 3¼ by 8 inches have been used both for record and index and are filed in document files. All original documents are folded 3¼ by 8 inches and are also filed in document files.

Filing space.—The following statement shows approximately the number cubic feet in the wooden file cases in rooms 117, 119, 121, 123, 563, and 19, containing record books, record and index cards, and documents pertaining to the correspondence of this office.

Number of file cases and number of cubic feet of space in files in each room:

	Number of file cases.	Size of cases.	Number of cubic feet.
		Feet.	
Room No. 117	2	12 by 14	336
	1	11 by 14	154
	1	14 by 19	266
	1	2 by 2 by 5	20
Room No. 119	1	9 by 14	126
	2	12 by 14	336
Room No. 121	1	4 by 8	32
	1	8 by 14	112
	2	12 by 14	336
Room No. 123	2	4 by 9	72
	1	7 by 14	98
	1	12 by 14	168
Room No. 563	3	6 by 8	144
	2	10 by 8	160
	1	4 by 8	32
Room No. 19	10	11⅓ by 10	1,360
	1	13½ by 7	94.5
	1	8½ by 10	185
	1	17 by 10	170
	1	14 by 10 by 2	18
	1	3 by 10	30
	1	3 by 7	21
Total	38		4,270.5

Distribution.—The various papers and documents are distributed as follows:

Room 123—570 boxes of document files, 14 boxes of mailing lists, and 39 boxes of miscellaneous papers and memoranda.

Room 121—929 boxes of document files and 108 boxes of miscellaneous files.

Room 119—558 boxes of document files, 198 boxes of monthly reports of operations, 991 boxes of universal file cases containing record cards, and 210 book records.

Room 117—369 boxes of record cards, 314 boxes of index cards, and 2 shelves containing 154 book records.

Room 19—107 boxes of index cards to universal-card system (1890–1892); 11 boxes of index cards to records from January 1, 1893, to June 30, 1894; 2 large shelves of annual reports; 27 press copy books (since 1910); 33 boxes of records pertaining to surveys, etc.; 1,428 boxes of documents; 605 boxes of monthly reports of operations; 4 cases, 12 by 12, containing miscellaneous papers; 18 shelves containing bulky packages; 1 large cabinet containing rolls of maps, etc., awaiting action; 2 large cabinets containing documents of fortifications; and 1 case containing 10 boxes of survey reports.

Room 563—416 boxes of records (river and harbor, from 1882 to 1889); 344 boxes of record files, from 1869 to 1881, inclusive; 32 boxes of lake survey records; 25 boxes of lake survey report records; and 36 boxes of records (river and harbor, 1869).

Seven separate files are maintained:

1. *Record card.*—This card is used for the purpose of keeping a synopsis of all action with reference to a particular person or project, and is filed under an arbitrary serial number. When the space on a card is filled an additional or fellow sheet is attached. When any group of cards reaches the thickness of about three-eighths of an inch it is marked on its fact Part I, and a second part marked on its face Part II is begun. The division into parts is continued as circumstances may require, each part having about the thickness mentioned. Two clerks are engaged in filing and withdrawing these cards.

2. *Index or cross reference.*—This card is used for the purpose of indexing the action noted on the record card above mentioned, and is filed alphabetically by names and subjects. For convenience, the index cards most frequently in use are kept in a revolving case containing 64 files. The others are filed on permanent shelves in 250 files on the west side of room 117. These cards are filed and withdrawn by the clerks who are engaged on index work.

When the space on a cross-reference or index card is filled the procedure is the same as that described on the record card. From four to thirty index cards are made for every record card.

3. *Permanent documents.*—Only papers and documents on which action is final and complete are placed in these files. One clerk is engaged in filing and withdrawing such documents.

4. *Bulky packages.*—All bulky packages, which will not admit of folding, are filed on numbered shelves. A memorandum card is placed in the regular document files indicating the number of the shelf on which the package is filed.

5. *Temporary or "held-up" documents.*—All papers and documents are placed in this file until final action, when they are transferred to the permanent document files. When papers or documents are filed in the "held-up" file a blue slip is pasted to the face of the record or index card for recording thereon any instructions or information for guidance when a subject comes up again for action. Those attached to the record card are also used for the notations showing what papers are in the "held-up" file.

6. *Suspension.*—When a paper has been forwarded with orders or recommendations for action to be taken on a certain date, a suspension slip is made showing the number of the case, the date on which action is to be taken and filed by dates. The principal object in maintaining this file is to insure that replies are made to communications received and sent. Each day the slips for that date are taken from the files, and if the respective records do not show that action has been taken, the cards are sent to the executive officer or clerks for consideration.

7. *Personnel.*—This file contains a card for each civil employee in the office, giving complete record of the dates of appointment, promotion, demotion, leaves of absence, discharge, or death. Nothing relative to efficiency is contained on this card.

Clerical cost.

	Percentage of time.	Salary.	Cost.
Administration:			
1 clerk (in charge)	100	$1,900	$1,900
Indexing, searching, and filing index cards:			
2 clerks	100	1,600	3,200
1 clerk	50	1,600	800
2 clerks	100	1,400	2,800
1 clerk	50	1,400	700
2 clerks	100	1,200	2,400
1 clerk	100	1,000	1,000
1 clerk	100	900	900
10 Total			11,800
Recording and searching:			
2 clerks	100	1,800	3,600
1 clerk	100	1,600	1,600
1 clerk	50	1,600	800
2 clerks	100	1,400	2,800

Clerical cost—Continued.

	Per centage of time.	Salary.	Cost.
Recording and searching—Continued.			
1 clerk	50	$1,400	$700
2 clerks	100	1,200	2,400
3 clerks	100	1,000	3,000
2 clerks	100	900	1,800
14 Total			16,700
Filing and withdrawing record cards:			
2 clerks	100	900	1,800
Filing and withdrawing documents:			
1 clerk	100	1,000	1,000
Dispatching outgoing mail:			
1 clerk	100	1,400	1,400
Total			34,600

III. Critical Comment and Constructive Recommendations Pertaining to the Mail and Record Division.

As is shown above, 27 clerks are allotted to this division, with annual salaries aggregating $34,600. These clerks are engaged in recording, indexing, filing, withdrawing, forwarding for action, and mailing correspondence. About 65,000 pieces of incoming and 50,000 pieces of outgoing mail pass through this division annually. The clerical cost is out of all proportion to the volume of correspondence. This is not due to lack of efficiency or diligence on the part of the employees, but to the methods employed in handling the mail which are fully described in the descriptive report on this division. If the recommendations of the commission are adopted, a conservative estimate of the net annual saving in salaries would be $18,320 and, without providing additional space, the crowded condition of the clerks, and the congested condition of the files would be relieved.

SUMMARY OF RECOMMENDATIONS.

To the end that this may be considered in relation to the specific changes which it is thought should be effected, the commission recommends:

1. That the head of division should be given the rank and designation of "chief of division."
2. That all incoming correspondence should have the office stamp imprinted thereon by a messenger in the chief clerk's room.
3. That all correspondence should be filed flat, and by subjects, under a system which will be self-indexing.
4. That unimportant and routine correspondence should be prepared in this division.

5. That the practice of making record cards should be discontinued.

6. That the practice of making index cards should be discontinued.

7. That the use of a perforated carbon copy should be discontinued.

8. That the practice of press copying letters in press copy books should be discontinued.

9. That the practice of making a list of outgoing letters should be discontinued.

10. That the files should be rearranged and useless papers destroyed.

11. That the files in rooms 117, 119, 121, and 123 should be rearranged.

12. That the record cards now filed in universal filing cases should be bound.

13. That documents in the "held up" file should be placed in the regular files.

14. That ceiling lights should be placed in all workrooms.

15. That the rooms should have proper care by the char force.

16. That the suspension file should be discontinued.

17. That a messenger boy should be added to the force of this division.

ADMINISTRATION.

1. Under the present conditions the responsibility for the administration of this division is divided between the chief clerk of the office and a clerk who is designated as "clerk in clerical charge." The entire personnel of this office, with the exception of the Division of Accounts, is engaged almost entirely on correspondence, and the Mail and Record Division is the center around which all this work revolves. It is therefore necessary that the work performed in this division be promptly, intelligently and accurately performed, otherwise the work of the entire office will be seriously affected. The work of this division is of such importance that the man in charge should have the rank of a "chief of division," and be held entirely responsible for the proper performance of the work. Under the present system of divided responsibility, the clerks naturally do not have the respect for orders issued by the "clerk in clerical charge" that they would if he were a chief of division and responsible to the head of the office. It is therefore recommended that the designation of the head of this division be changed from "clerk in clerical charge" to "chief of division," and that he be given full authority over the work performed.

OFFICE STAMP.

2. Under the present system, the office stamp is not placed on the papers until the clerk in the record room is ready to make the entry on the record card, and it not infrequently happens that the corre-

spondence is kept on the desk of the clerk for one, sometimes two or three days, before being stamped. In such cases the date of the stamp must be changed, which requires time, and it is liable to lead to error. To be of any importance at all, this stamp should show accurately the date on which each communication is received, and the time of a high-priced clerk should not be taken up with the mechanical operation of stamping papers. It is recommended that the office stamp be imprinted on the communication by a messenger as soon as received in the chief clerk's room.

SELF-INDEXING AND FLAT FILING.

3. It is recommended that correspondence be filed by subjects under a system which would be self-indexing. Such a system, and every possible objection thereto, is fully discussed in Circular No. 21, issued by the commission under date of February 13, 1912, and in the commission's report on the Office of The Adjutant General of the Army, dated November 25, 1912. It is therefore unnecessary to enter into details as to this recommendation in this report. The correspondence of this office would readily lend itself to subjective classification and flat filing. The commission does not insist on, or recommend, any particular classification, but, if desired, representatives from the commission will cooperate with the office in working out the details of a satisfactory classification.

UNIMPORTANT AND ROUTINE CORRESPONDENCE.

4. It is estimated that 25 per cent of the correspondence passing through this division is merely routine matter, the answer to which requires no discretion or examination other than that performed in the record room. The answer to such correspondence could and should be prepared in this division. It is therefore recommended that in correspondence of this character the answer be prepared by the clerks in the record division.

RECORD CARD.

5. It is claimed that the record card is used as the basis of correspondence and that it is not necessary to withdraw the original correspondence from the files. It was admitted, however, that no important action would be taken on any case by the Chief of Engineers or his assistants without having the original document before him. In many instances more time is consumed in the preparation of this card than would be required to answer the communication and file the correspondence. Twelve clerks devote their entire time, and two clerks 50 per cent of their time, to the work of pre-

paring and searching these records, at a clerical cost of $16,700 annually, as follows:

	Percentage of time.	Salary.	Cost.
2 clerks, class 4	100	$1,800	$3,600
1 clerk, class 3	100	1,600	1,600
Do	50	800	800
2 clerks, class 2	100	1,400	2,800
1 clerk, class 2	50	1,400	700
2 clerks, class 1	100	1,200	2,400
3 clerks, class E	100	1,000	3,000
2 clerks, class D	100	900	1,800
Total			16,700

If this recommendation with reference to filing is adopted, this record card would be entirely unnecessary, as the original correspondence would be as readily accessible as the record card, and would be much more reliable. It would, of course, be necessary to retain the record cards already made, and for a time continual reference would have to be made to these records.

INDEX CARD.

6. A system has grown up with reference to indexing the record card, which oftentimes requires as many as 30 index cards, and never less than four for a single case. An index card is made for every possible conceivable subject. A vast number of purely arbitrary index cards are made, which serve no useful purpose. They take up space in the files, and are of no material aid in the identification of records and papers. Seven clerks devote their entire time and two clerks 50 per cent of their time to the work of indexing, searching, and filing index cards, at a clerical cost of $11,800 annually, as follows:

	Percentage of time.	Salary.	Cost.
2 clerks, class 3	100	$1,600	$3,200
1 clerk, class 3	50	1,600	800
2 clerks, class 2	100	1,400	2,800
1 clerk, class 2	50	1,400	700
2 clerks, class 1	100	1,200	2,400
1 clerk, class E	100	1,000	1,000
1 clerk, class D	100	900	900
Total			11,800

As has been said with reference to the record card, it would be unnecessary to continue the preparation of this card if the self-indexing system is adopted, but it would be necessary to retain the index cards, which have already been made, for reference in cases filed under the present system. With the elimination of the record and index cards and the adoption of a self-indexing system for correspondence, it is conservatively estimated that the annual saving in salaries would be $17,620, as follows:

1 clerk, class 4, at $1,800		$1,800
3 clerks, class 3, at $1,600		4,800
3 clerks, class 2, at $1,400		4,200
4 clerks, at $1,000		4,000
3 clerks, at $900		2,700
One-half the time of 1 clerk, class 2, at $1,400		700
Total		18,200
Less amount added for chief of division	$100	
Messenger boy	480	
		580
Total		17,620

PERFORATED CARBON COPY.

7. The perforated carbon copy now prepared is used in connection with the record card, and if the record card is abolished, as recommended, this copy would serve no purpose and should be discontinued.

PRESS COPY.

8. It is asserted that the primary reason for making a press copy of letters and indorsements is to enable the Chief of Engineers to familiarize himself with work which may have been done during his absence by going over the correspondence in the press-copy book. As these books are not indexed, the carbon of a particular letter could be obtained more readily than the copy in the letter book, and the only possible reason for continuing this work is the one above stated, and inasmuch as it was stated that the letter book was seldom used for this purpose it is not thought that the expense connected with the work is warranted. It requires about one and one-half hours daily of the dispatch clerk's time to do this work, and the dispatch of correspondence is thereby necessarily delayed. It is recommended that the practice of making press copies be discontinued.

MAILING LIST.

9. At least two hours daily of the dispatch clerk's time is consumed in the preparation of the mailing list. These lists have been filed daily since 1895 and now occupy 14 file boxes 3½ by 10½ by 12 inches. The only reason assigned for maintaining this file is that they are

enabled to determine conclusively that a letter was mailed at a certain hour on a certain date. The fact that a letter is recorded on one of these lists is an indication that under the system the letter has been mailed, but it is no more conclusive that the actual physical act of mailing has been performed than the carbon copy in the files would be if these carbons were uniformly filed under a definite system. If it is necessary or desirable to have a record showing the actual time of mailing, such a record could be maintained by stamping the date and hour of mailing on the carbon with a dating stamp. The accumulation of dust in these boxes is sufficient evidence that these lists serve no useful purpose. If the time of the dispatch clerk, now devoted to the preparation of these lists, were devoted to the actual preparation of correspondence for the mails, the mail could be dispatched on the same day on which it is written, which, under present conditions, is not done. It is therefore recommended that the preparation of these lists be discontinued.

USELESS PAPERS.

10. Many useless papers and documents are stored in this division. As an example of papers that might be removed from the active files and placed in storage, and possibly destroyed, mention might be made of the monthly report of operations of engineer officers, long since dead or retired, showing monthly operations of projects which were completed years ago, and the necessary details of which have been carried from time to time in the annual reports and money statements of the office. It is recommended that a committee of competent clerks in the office be designated to go through these files with the view of removing all papers which have no further active usefulness. It is estimated that the files now located in rooms 117, 119, 121, 123, and 19 could be reduced by at least one-half.

BINDING RECORDS.

11. The card records for 1890, 1891, and 1892 now filed in "universal file cases" are in a deplorable condition. Many of the boxes are broken and held together with rubber bands; they are covered with dust; the papers have been disarranged, and in their present condition a satisfactory examination can not be made. It is recommended that these cards be arranged numerically and bound. The index would not have to be disturbed, as the page number in the bound volume could be made to correspond with the number on the index card. The cost of binding would be a mere trifle. If this recommendation is carried out, it will result in a saving of two-thirds of the filing space now occupied by these records, and will further result in a saving of time, which can not be estimated in money value, now occupied in searching these records.

REARRANGEMENT OF FILES.

12. The present arrangement of files in rooms 117, 119, 121, and 123 is not only inconvenient, but is actually dangerous. As has been stated, the cases are 14 feet in height, and when it becomes necessary to remove a heavy box of cards from the top of these cases the process is not only tedious, but dangerous, and results in the loss of time by clerks in the room. It was observed that whenever it became necessary to remove a box from a high shelf in the vicinity of a clerk's desk, he invariably left the desk until the box had been removed and replaced. It is recommended that the files be rearranged when the new system is put into operation and that rooms 117 and 119 be used for the current files under the new system, and that the active records under the present system be filed in rooms 121 and 123 in cases not to exceed 10 feet in height, using cross sections, if necessary.

"HELD-UP" FILES.

13. It has been found that a large number of drawings that long since should have been filed in the map files are tied up with papers in the Mail and Record Division and placed on shelves and in cabinets designated as "held-up" files. These papers and drawings come to the Record Division with a note attached, "to be held up until called up." It is recommended that this system be discontinued and that papers on which action is not completed be placed in the regular files, and when they are again needed they can be more readily found than by the present "held-up" system.

SUSPENSION FILES.

14. The duty of calling up papers on a predetermined date should devolve upon the section of the office that determines such date and not upon the Mail and Record Division. Likewise, the work of determining whether or not replies have been received to communications emanating from the office should rest with the respective divisions or sections of the office calling for records, information, etc. It is, therefore, recommended that the suspension file be discontinued.

CROWDED CONDITIONS.

15. The four rooms allotted to this division for the clerical force have 1,645 square feet of floor space. Permanent shelving, 12 inches deep and 14 feet high, has been built in all the available wall space, thus reducing the actual available space to about 1,500 square feet. Twenty-six desks, eight tables, one letterpress, one dictionary stand, three wardrobes, one large distributing table, and one large revolving filing case are crowded into these four rooms, which are permanently occupied by 27 clerks. As has been previously stated in this

report, this crowded condition will be considerably relieved, if not altogether eliminated, if the recommendations in this report are adopted.

LIGHT.

16. Rooms Nos. 123, 121, and 119 each have two windows, and room 117 has three. All of the windows are on the east side of the rooms, facing the court. On clear days the natural light is sufficient. Each room has one large gas chandelier in the center of the room, but gas is not now used, temporary arrangement having been made for the use of electricity. The electric lights are temporary drop-lights, 16-candlepower carbon filaments, and are not so arranged as to furnish sufficient light even for the desks of the clerks, and on a dark day it is almost impossible to read the numbers on the file boxes occupying the higher shelves. It is recommended that modern wiring and lighting be installed and that 150-watt tungsten lamps, with Holophane reflectors, be placed in the center of the structural arches in each of these rooms. This recommendation applies with equal force to all workrooms in the office.

CARE OF ROOMS.

17. All the rooms occupied by this division are apparently neglected by the char force. The window casings and sills are covered with dust and dirt, and in room 19 and room 563 the condition is such that a clerk should not be required to make even an occasional visit until the rooms are cleaned. There is no messenger force at all assigned to this division, and the only attention given to the rooms and furniture is the work performed by the blue-print operator, who is required to perform certain cleaning up in this division between 8 and 9 o'clock in the morning, although he is attached to another division. The commission is preparing a report on the char work in the State, War, and Navy Building which will contain a further discussion of this subject.

MESSENGER BOY.

18. There is no messenger service, other than the pony express, provided for this division. The messenger work is being performed by high-grade clerks, and it is not unusual for a clerk drawing a salary of $1,800 per annum to be called to a room, far removed from the record room, merely for the purpose of receiving from an officer in charge of the correspondence a document to be filed. It is unnecessary to present argument to show that messenger work should not be performed by high-grade clerks. One active messenger boy could perform the messenger work of this division. It is recommended that a messenger boy be added to the force of the division. If this recommendation is adopted, the annual saving in salary, while hard to estimate in money value, would be considerable.

CONCLUSIONS.

The system of handling mail in this division is admittedly clumsy and antiquated, and in the endeavor to provide against every possible conceivable emergency, however remote the emergency may be, a system has gradually grown up which is so intricate that it requires as much or more time to keep track of the various papers prepared in the division for the purpose of locating original documents as would be required in handling the documents themselves if filed under a modern system. The primary object to be attained by any system of filing correspondence should be the ability to locate any particular paper within the shortest possible time. It is admitted that under the present system all papers can be eventually found, but the process is bunglesome and expensive. Many hours are spent each day in locating index cards which, for various reasons, have been taken from the files, and in many instances they have not been made at all, as it is not unusual for a record card to remain on a clerk's desk for several days before being indexed, not because of any indifference on the part of the clerk, but because of his inability to get certain index cards which, under the system, may be in use by another clerk in connection with other record cards. As has been stated elsewhere in this report, the total number of pieces of incoming and outgoing mail is only 420 daily, an average of 15 pieces for each clerk in the division. If the recommendations herein made are adopted, it is thought that the following force would be adequate to handle the correspondence now requiring the time of 27 clerks at a cost of $34,600, and that it would be handled in a much more satisfactory manner than at present:

1 chief of division, at $2,000	$2,000
1 clerk, class 4, at $1,800	1,800
1 clerk, class 3, at $1,600	1,600
2 clerks, class 2, at $1,400	2,800
4 clerks, class 1, at $1,200	4,800
1 clerk, at $1,000	1,000
2 clerks, at $900	1,800
1 messenger boy, at $480	480
Total	16,280

Thus making a total saving of $18,320, or more than one-half of the present cost. In making this estimate due consideration has been given to the work that would have to be performed in connection with the present records; and in addition to the work now performed, this force could prepare the routine correspondence mentioned in the report and relieve to this extent the pressure of work in other divisions.

Respectfully submitted.

F. A. Cleveland,
Walter W. Warwick,
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Commissioners.

THE HANDLING AND FILING OF CORRESPONDENCE AND THE DOING OF STATISTICAL WORK IN THE BUREAU OF INSULAR AFFAIRS.

THE HANDLING AND FILING OF CORRESPONDENCE AND THE DOING OF STATISTICAL WORK IN THE BUREAU OF INSULAR AFFAIRS.

INTRODUCTORY.

A SUMMARY OF RECOMMENDATIONS, CONCLUSIONS, AND ESTIMATED SAVINGS.

As a result of the inquiry into the business methods of the Bureau of Insular Affairs, War Department, the commission has arrived at the following conclusions and recommendations:

1. *General administrative work.*—It is recommended that the Correspondence and Administrative and the Miscellaneous Divisions of the bureau be reorganized, so that the former will take over certain of the functions now devolving upon the latter.

2. *Compilation of commercial statistics.*—It is recommended that the compilation of commercial statistics by the Bureau of Insular Affairs be discontinued, and that the Division of Statistics be abolished.

3. *Handling and filing correspondence.*—It is recommended:

(*a*) That the present practice of folding papers and filing them in document files be discontinued, substituting therefor flat filing.

(*b*) That the original papers and documents be filed on a subjective classification, thereby rendering the files self-indexing, in keeping with a logical arrangement of numbers.

(*c*) That the preparation of record cards be discontinued, involving the substantial elimination of auxiliary correspondence records.

4. *Distribution of supplies.*—It is recommended that the present independent supply and stationery room of the Bureau of Insular Affairs be discontinued and that the requisitions of the bureau and its several divisions be drawn upon the Central Supply Division of the War Department.

5. *Storage of Cuban and Philippine records.*—It is recommended that the Cuban and Philippine records be transferred to the Bureau of Insular Affairs Annex, as hereinafter outlined.

6. *Compilation of financial statistics.*—It is recommended that the keeping of general and detailed ledger accounts, used in the compilation of statistics by the section of the Purchasing, Disbursing, and Accounting Division, located in the Bureau Annex Building, be discontinued.

In addition to the foregoing this report contains critical comment of a general nature on organization and methods and specific recommendations of a less important character.

ESTIMATED SAVINGS.

If the recommendations of this report are put into effect, the following economies will be accomplished:

1. Abolishment of Statistical Division:		
1 clerk	$1,800	
1 clerk	1,400	
5 clerks at $1,000	5,000	
		$8,200
2. Handling and filing correspondence (Record Division):		
1 clerk	1,400	
2 clerks at $1,200	2,400	
5 clerks at $1,000	5,000	
		8,800
3. Miscellaneous work, estimated saving		8,800
4. Transfer of Cuban and Philippine records, estimated annual rent		1,250
5. Simplification of work involved in compilation of financial statistics:		
2 clerks at $1,000		2,000
Total		29,050

(b) *General statement of functions of bureau.*

The Bureau of Insular Affairs has charge of matters relating to the civil government of the insular possessions under the jurisdiction of the War Department, representing those possessions before Congress and the executive departments of the United States. At present, the administrative work of this bureau relates principally to the Philippine Islands.

The principal functions of the bureau may be classified as follows:

1. Care and custody of the civil records of the Philippine Islands and Porto Rico and of Cuba for the period during which the government of that island was maintained by the United States.

2. The preparation, compilation, and arrangement for publication of executive documents relating to the affairs of the Philippine Islands and Porto Rico.

3. Purchase of supplies in the United States for the government of the Philippine Islands and Porto Rico, the making of disbursements therefor, and the arrangement for the shipping of such supplies to Manila and San Juan.

4. Review of the receipts and expenditures of the Philippine Government and the compilation of financial statistics.

5. Charge of certain administrative details involved in the appointment of persons in the United States to the civil service of the Philippine Islands and Porto Rico, and the arrangement of transportation

to those islands of new appointees and other officials and employees returning to the islands from leave of absence in the United States.

6. Collection, compilation, and publication of imports, exports, and immigration of the Philippine Islands.

The Bureau of Insular Affairs, subject to the direction of the Secretary of State, exercises for the receivership of the Republic of Santo Domingo practically the same functions as it does for the insular possessions (with the administration of which it is concerned), particularly with respect to the custody of records, the preparation and dissemination of statistics and other information, the purchase of supplies, the appointment of employees, and the transportation of supplies and appointees.

(c) *General statement of organization and personnel.*

The chief administrative officer of the bureau is the chief of bureau, who is an Army officer, with the rank of brigadier general. The assistants to the chief of the bureau are also Army officers. The appropriation act for 1912–13 makes provision for the following civilian personnel:

Law officer	$4,500
Chief clerk	2,000
10 clerks (class 4)	18,000
3 clerks (class 3)	4,800
10 clerks (class 2)	14,000
19 clerks (class 1)	22,800
18 clerks ($1,000 each)	18,000
3 messengers ($720 each)	2,160
2 assistant messengers ($660 each)	1,320
5 laborers ($660 each)	3,300
2 charwomen ($480 each)	960
	91,840

The chief clerk exercises control and supervision over the clerical force, which, for administrative convenience, is organized into divisions, as follows:

(1) Correspondence and Administrative Division; (2) Record Division; (3) Purchasing, Disbursing, and Accounting Division; (4) Miscellaneous Division; (5) Statistical Division.

The present inquiry is limited to the foregoing divisions, embracing a consideration of the general administrative work (Correspondence and Administrative Division), compilation of reports and miscellaneous work (Miscellaneous Division), compilation of commercial statistics (Statistical Division), and the compilation of financial statistics (Disbursing, Purchasing, and Accounting Divison). The inquiry embraces a consideration of the organization through which the functions of the bureau are discharged.

In the course of the inquiry descriptive statements of organization and methods were prepared and submitted to the Bureau of Insular Affairs for correction and approval. The purpose of these descriptive statements was to furnish a basis for an examination and analysis of the present organization and procedure in order to determine to what extent existing organization and methods should be changed to produce more economical and efficient results.

To the end that the facts on which the conclusions and recommendations herein submited are based may be available, the descriptive statements will be found in Appendix I of this report. A full discussion of the several conclusions and recommendations reached will be found in Section II (critical and constructive suggestions pertaining to this present organization) and Section III (critical and constructive suggestions pertaining to methods and procedure).

In the course of the inquiry inspections were made of the annex building by officials of the District of Columbia, who were detailed at the request of the commission, to determine the general sanitary condition, lighting facilities, fire risks, etc., of the building. The conclusions and recommendations of the commission, based upon the findings of the several inspectors and the observation of the commission's representatives, are contained in a separate report on the housing problem of the War Department.

CRITICAL AND CONSTRUCTIVE SUGGESTIONS PERTAINING TO PRESENT ORGANIZATION.

(a) *General.*

The important unit of the organization of the bureau (not performing technical work) is the Correspondence and Administrative Division. This division is directly under the control and supervision of the chief clerk of the bureau. The general scheme of the bureau's organization contemplates that in this division should be centralized all of the administrative work, and detailed work related thereto, which does not assume a technical nature, such as accounting, compilation of statistics, etc. In the rapid expansion and growth of the bureau, however, the work of a less important character which could not, because of inadequate office space, be handled properly by the office proper of the chief clerk (the latter really including the Correspondence and Administrative Division inasmuch as the chief clerk's supervision and control of this division is very direct) was referred as occasion demanded to the Compilation and Translation Division. The result of this evolution was that the Compilation and Translation Division lost its identity as such and became a unit of the bureau's organization in which certain phases of administrative and clerical work closely related to and dependent upon the work of the Correspondence and Administrative Division were assigned. The

name of the Compilation and Translation Division was changed, by recent order, to the Miscellaneous Division. It is against this decentralization of closely related administrative and miscellaneous detail work, maintaining two separate and distinct units of organization therefor, one being more or less auxiliary to the other, that criticism is directed. The commission is mindful of the fact that this decentralization is the result of circumstances over which the bureau had no control, being unable to get adequate office space in the State, War, and Navy Building. Recently, however, the bureau has obtained an additional room which accommodates some 10 or 12 clerks and it is thought that with this and an additional room which may be available in the near future the reorganization may be effected agreeably to the suggestions of this report.

The report submitted to this commission by the Bureau of Insular Affairs shows that the Miscellaneous Division maintains 17 clerks, at an annual expense of $21,600; that the Correspondence and Administrative Division maintains 15 clerks, at an annual expense of $18,160. The extent to which these two divisions are engaged in related or parallel lines of work is shown in the following classification of functions and work:

The work and functions of the Correspondence and Administrative Division may be classified as follows:

1. Appointments (handling of administrative details in the appointment of employees to the insular service).
2. Transportation (arrangement of transportation for employees of the insular service).
3. Cable work (conduct of cable correspondence with the insular possessions).
4. Documents and publications (handling requests for documents and publications of the insular possesions).
5. Opening correspondence.
6. Dispatch of correspondence.
7. General correspondence (conduct of, the furnishing and distribution of information).

The work and functions of the Miscellaneous Division, in addition to the compilation of reports and the maintenance of the insular library which is incidental thereto (a feature of the work which earlier in the history of the bureau assumed larger proportions and for which it was named), embraces the following:

1. Translation:
   - (*a*) Translation of Spanish publications and correspondence as directed by the administrative officers of the bureau.
   - (*b*) Regular review of Spanish newspaper publications to segregate items of importance to the bureau.

2. Review of Congressional Records, bills, hearings, etc.
3. Review of English publications.
4. Distribution and custody of documents and publications. (Requests for which are handled by the Correspondence and Administrative Division.)
5. Maintenance of bureau supply and stationery room.
6. Multigraph work.
7. Miscellaneous.

It is admitted that the present decentralization has rendered impossible a proper coordination of related lines of work and an effective administrative supervision to the extent that such work has been delegated to the Miscellaneous Division. The lack of this supervision has been considerably enhanced owing to the fact that the Miscellaneous Division is located outside of the State, War, and Navy Building. It is the thought of the commission that the Miscellaneous Division, as an independent unit of organization, should be restricted in its work to the following principal functions:

(a) Compilation of reports; (b) maintenance of library; (c) custody and supervision of Cuban and Philippine insurgent documents.

This suggestion contemplates that the scope of the Correspondence and Administrative Division should be enlarged to embrace those lines of work that are related to and dependent upon its own work. It is thought that the following subjects should be transferred to the Correspondence and Administrative Division:

1. Handling of requisitions for supplies and maintenance of property records.[1]
2. Translation of Spanish publications and correspondence as directed by the administrative officers of the bureau.
3. Review of Spanish newspapers.
4. Custody and distribution of free and salable documents of insular possessions.
5. Multigraph work.

It is suggested that the review of Congressional Records, etc., be returned to the Record Division located in the main building.

The transfer of the foregoing subjects to the Correspondence and Administrative Division—thus placing such functions (and the personnel engaged in their discharge) under the jurisdiction of the administration unit which is primarily engaged in the discharge of related functions—will effect, first, the proper coordination of the several phases of administration and related detail work, which now devolve upon two distinct units or organization; second, increased ability upon the part of the clerical force maintained to cooperate on relief or rush work.

[1] In another part of this report is recommended the abolishment of the independent supply and stationery room.

To illustrate the former, under the present arrangement the handling of requests for documents and the determination of what documents shall be furnished is referred to the Administrative and Correspondence Division, where it belongs. Supervision of the actual distribution and handling of such documents has been placed in the Miscellaneous Division, despite the fact that the rooms in which such documents are stored is within easier access to the Correspondence and Administrative Division than to the Miscellaneous Division.

The recommendation of this report contemplates that the supervision and maintenance of the document room be transferred to the Correspondence and Administrative Division. Again, the translation work involves the handling of correspondence; hence, it should be done under the immediate direction of the division charged with the preparation and conduct of such correspondence (i. e., Correspondence and Administrative Division or central administrative officers), rather than by an isolated or auxiliary division, which is not charged with any administrative action on such correspondence; likewise the translation and the review of publications, newspapers, etc., in Spanish should be conducted so as to promote the closest cooperation of the officers who handle the material segregated, etc.

The second result to be obtained from the contemplated reorganization, viz, increased ability on the part of the available clerical force to cooperate on relief or rush work, is of great importance. The volume of miscellaneous detail work which this office performs for Congress and the public fluctuates greatly. During the season of greatest activity the central administrative office (comprising the Correspondence and Administrative Division) is compelled to refer rush work to the Miscellaneous Division. In fact, the recently appointed Chief of the Miscellaneous Division (who was formerly connected with the Correspondence Division) states that the object "of the new organization is to coordinate and knit the regular work of the division so closely with the current work of the bureau that in every way it will afford relief on rush work." The reference of the relief or utility work from the Correspondence and Administrative Division, which is not only concerned in but charged with the responsibility for its performance, to another unit the organization of which is so completely segregated physically from its own personnel as to render impossible any efficient cooperation has greatly increased the expense of such administrative and related work, retarded its dispatch, and produced other undesirable results.

The transfer of the foregoing subjects, with the personnel required to handle them, to the Correspondence and Administrative Division will correct the present conditions. The regular or current work on these subjects requires but a small portion of the time of the clerks assigned thereto. The balance of the time of the several clerks is

available for miscellaneous assignments, representing relief work for the central office. The organization of the Correspondence and Administrative Division, thus enlarged, will therefore be capable of discharging the increased miscellaneous detail work which devolves upon it from time to time without invoking the aid of the Miscellaneous Division. Such will make for the maximum dispatch of this work and increased economy in its execution. It is admitted that the reference of such assignments from the division which is primarily charged with their handling to another division, the two being so completely separated as to prevent any effectual cooperation, has greatly added to the expense of such work. The thought underlying the recommendation of this report is that the administrative and related detail work originates in the central office and its discharge should be centralized in one division immediately under the control and supervision of the central administrative officers.

The recommendation recited above contemplates that the Correspondence and Adminintrative Division discharge the functions indicated in the following outline:

1. Appointments.
2. Transportation.
3. Cable work.
4. Documents (insular, free and salable):
   (*a*) Handling requests for.
   (*b*) Supervision of document room.[1]
5. Requisitions and property records:
   (*a*) Handling requisitions.[2]
   (*b*) Maintenance of property records.[1]
6. Translation:
   (*a*) Translation of correspondence.[1]
   (*b*) Translation of printed documents, etc.[1]
   (*c*) Review of Spanish newspapers and translation incidental thereto.[1]
7. Statistics: Supervision of distribution of statistical publications furnished by the Philippine Government and the segregation of material therefrom for the current use of the bureau.[3]
8. Opening correspondence.
9. Dispatch of correspondence.
10. General correspondence.

Certain definite economies will result from the proposed reorganization of the units engaged in the performance of the several phases of related detail and general work. These savings will flow from:

First. A proper coordination and correlation in one administrative unit (the Administrative and Correspondence Division) of work

[1] To be transferred from Miscellaneous Division.
[2] Independent supply room (Miscellaneous Division) to be abolished.
[3] To be transferred from Division of Statistics to be abolished.

which is now segregated and handled by two administrative units, the one being so isolated and separated from the other as to prevent any effectual cooperation.

Second. Increased efficiency of operation. It is thought that the organization and procedure of the Miscellaneous Division has not been efficient, for which reason the force there maintained has been out of proportion to the work discharged. A close examination of the work of the Miscellaneous Division justifies the conclusion that under proper administrative control and supervision 70 per cent of the force maintained by this division could have performed the work which has devolved upon it and with the same or increased efficiency.

Third. Reduction of work resulting from changes in procedure hereinafter suggested.

The last mentioned has reference to the (*a*) abandonment of the independent supply and stationery room, (*b*) discontinuance of the review of English publications, etc.

(b) *Suggested readjustment of salaries.*

It is suggested that a slight reclassification of the personnel of this bureau be had looking toward a more equitable adjustment of salaries of the work performed. In several instances the highest clerical positions (i. e., class 4, of which the appropriation act provides but 10) are held by clerks who are performing comparatively unimportant work, while clerks engaged on work of a more responsible and important character receive compensation which is not commensurate with their services. The efficiency of the office makes imperative the removal of such conditions. The readjustment of salaries should contemplate making provision for two additional positions of class 4 in the Correspondence and Administrative Division. This division, the work of which is highly important, has but one $1,800 position; under the reorganization hereinafter outlined, it should be provided with three positions of class 4 and a similar number of positions of class 3.

In this connection attention is called to the fact that the chief clerk and disbursing clerk receive, in addition to their salaries of $2,000 and $1,800, respectively, from the United States Government, certain compensation from the insular government, the total compensation of the former aggregating $3,000 and the latter $4,000. In the light of the responsibility which devolves upon these officers it is not thought that the compensation is excessive. Such an arrangement, however, permitting an officer to receive compensation from several sources is unusual and not generally regarded as good practice, for which reason reference thereto is here made.

SUGGESTED ABOLITION OF STATISTICAL DIVISION.

It is recommended that the compilation of commercial statistics by the Bureau of Insular Affairs be discontinued, and that the Division of Statistics, maintained for this purpose, be abolished.

There is a patent and admitted duplication of work in the compilation of commercial statistics by the Statistical Division, Bureau of Insular Affairs, published principally in the form of semiannual summaries showing the import and export trade of the Philippine Islands to the United States and foreign countries.[1]

The bureau of customs, department of finance and justice, of the Philippine Islands maintains a statistical division which is engaged in the compilation and distribution of commercial statistics showing the import and export trade in the Philippine Islands with the United States and foreign countries. These statistics are published in the form of an annual report, hereinafter described, supported by summaries, which annual report is supplemented by monthly memoranda of imports and exports prepared in manuscript form.

The basis of these statistics are the "general statements of merchandise" prepared for the several customs districts of the Philippine Islands by the Bureau of Customs. These statements are prepared in keeping with the classification of commodities, imported and exported, suggested and devised by the Bureau of Insular Affairs, and afterwards adopted by the Philippine Government. (Duplicates of the monthly statements are forwarded to the Bureau of Insular Affairs and constitute the basis of the statistical information compiled in the Bureau of Insular Affairs, as hereinafter described.)

SCOPE OF STATISTICS COMPILED BY THE PHILIPPINE GOVERNMENT.

The statistics prepared by the bureau of Customs, Department of Finance and Justice (Philippine Islands), are published in the annual report of the Insular Collector of Customs.[2] Most of the report proper is devoted to a discussion of the commercial conditions in the Philippine Islands for the fiscal year, compared with previous years, and to a careful analysis of the Philippine import and export trade. To the report proper are appended certain statistical summaries of statements of imports and exports, immigration, and other work performed by the bureau.

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[1] The summaries include certain statistics on immigration, but these are printed in the form in which they are furnished; i. e., no compilation work is involved in their publication.

[2] A brief statistical memorandum is published monthly in manuscript form.

The report proper for the fiscal year ending June 30, 1911—which, in its scope, is representative of the annual publication of the bureau of customs, Philippine Islands, contains trade analyses under the following captions:

1. General trade conditions:
   - (a) Balance of trade (with comparative figures).
   - (b) Trade with United States (export to; import from).
   - (c) Trade with foreign countries (export to; import from).
   - (d) Discouraging importation.
   - (e) Opium.
2. Import:
   - (a) General origin.
   - (b) Principal classes (of merchandise imported 1910–11).
   - (c) Cotton goods (comparative, 1904 to 1911).
   - (d) Rice (comparative, 1899 to 1911).
3. Export:
   - (a) Destination (countries, 1910, 1911).
   - (b) Flour.
   - (c) Hemp (1899 to 1911).
   - (d) Copra (1899 to 1911).
   - (e) Sugar (1899 to 1911).
   - (f) Cigars (1899 to 1911).
   - (g) Cigarettes (1899 to 1911).
   - (h) All other tobacco (1899 to 1911).
   - (i) Other exports.
   - (j) Limited exports to United States.
   - (k) Foreign carrying service.

To the foregoing report are appended numerous supporting statements or statistical summaries, the nature and scope of which are indicated by the several titles, as follows:

APPENDIX.

Statement No. 1.—Table No. 1: Total receipts and expenditures of the Bureau of Customs at all ports of entry, by fiscal years, since the establishment of the Philippine customs service under American administration, to and including June 30, 1911.

Table No. 2: Receipts of the Bureau of Customs, by ports and fiscal years, since the establishment of the Philippine customs service under American administration, to and including June 30, 1911.

Table No. 3: Expenditures of the Bureau of Customs, by ports and fiscal years, since the establishment of the Philippine customs service under American administration, to and including June 30, 1911.

Statement No. 2.—Total receipts of the Bureau of Customs at all entry ports in the Philippine Islands, separately and collectively, during the fiscal years 1908 to 1911, inclusive, by general sources:

Table No. 1: Fiscal year 1908.
Table No. 2: Fiscal year 1909.
Table No. 3: Fiscal year 1910.
Table No. 4: Fiscal year 1911.

Statement No. 3.—Total receipts of the Bureau of Customs at all entry ports in the Philippine Islands, by ports and by sources, for the fiscal years 1907 to 1911, inclusive, showing also total revenues accruing to the Government of the Philippine Islands and to the government of the Moro Province:

Table No. 1: By ports.

Table No. 2: By sources.

Statement No. 4.—Total and net revenues collected on account of the Government of the Philippine Islands during the fiscal year 1911.

Statement No. 5.—Total expenditures of the Bureau of Customs at all entry ports in the Philippine Islands, by ports, and by purposes, during the fiscal years 1907 to 1911, inclusive, also total expenditures made on account of the Government of the Philippine Islands and the government of the Moro Province for maintenance of the customs service:

Table No. 1: By ports.

Table No. 2: By purposes.

Statement No. 6.—Values of principal groups of commodities imported into the Philippine Islands from the United States and from all other countries, by fiscal years, 1903 to 1911, inclusive.

Statement No. 7.—Values and quantities of the principal products exported from the Philippine Islands to the United States and to all other countries, by fiscal years, 1903 to 1911, inclusive.

Statement No. 8.—Values of principal commodities imported into the Philippine Islands during the fiscal year ended June 30, 1911, by ports.

Statement No. 9.—Values of principal products exported through the various ports of the Philippine Islands during the fiscal year 1911.

Statement No. 10.—Values of imports into the Philippine Islands from the United States and all other countries during the five fiscal years ended June 30, 1911, by ports.

Statement No. 11.—Values of exports from the Philippine Islands to the United States and to all other countries during the five fiscal years ended June 30, 1911, by ports.

Statement No. 12.—Values of imported merchandise entered free of duty, by ports, and by countries of origin, during the five fiscal years ended June 30, 1911.

Statement No. 13.—Quantities, values, and classes of supplies and construction material imported free of duty under acts Nos. 1510 and 1566 of the Philippine Commission by the Manila Railroad Co. and the Philippine Railway Co. during the fiscal year 1911.

Statement No. 14.—Values of, and duties collected on, imports into the Philippine Islands, by countries, during the five fiscal years ended June 30, 1911.

Statement No. 15.—Values of exports from the Philippine Islands, by countries, during the five fiscal years ended June 30, 1911.

Statement No. 16.—Values of merchandise imported into the Philippine Islands during the fiscal year 1911, distributed according to the country of origin and the nationality of the vessel in which carried.

Statement No. 17.—Values of merchandise exported from the Philippine Islands during the fiscal year 1911, distributed according to the country of destination and the nationality of the vessel in which shipped.

Statement No. 18.—Values of imports and exports during the five fiscal years ended June 30, 1911, distributed according to nationality of carrying vessel.

Statement No. 19.—Origin, quantities, and values of, and duties collected on, commodities imported into the Philippine Islands during the fiscal years 1910 and 1911.

Statement No. 20.—Destination, quantities, and values of, and duties and wharfage collected on, domestic products from the Philippine Islands during the fiscal years 1910 and 1911.

Statement No. 21.—Origin and values of foreign merchandise exported from the Philippine Islands during the fiscal years 1910 and 1911.

Statement No. 22.—Values of merchandise imported from the United States free of duty by the Army, Navy, and the Government of the Philippine Islands, during the fiscal year 1911.

Statement No. 23.—Imports and exports of gold and silver, in ore, bullion, and coin, for the fiscal years 1910 and 1911, by countries.

Statement No. 24.—Number and tonnage of vessels engaged in the foreign and the coastwise carrying trade of the Philippine Islands during the four fiscal years ended June 30, 1911:

Table No. 1: Foreign carrying trade.

Table No. 2: Coastwise carrying trade.

Statement No. 25.—Number and tonnage of foreign vessels entered and cleared at the various ports in the Philippine Islands during the fiscal year 1911.

Statements No. 19 (Origin, quantities, and values of and duty collected on commodities imported into the Philippine Islands during the fiscal years 1910 and 1911) and No. 20 (Destination, quantities, and values of and duties and wharfage collected on domestic products exported from the Philippine Islands during the fiscal years 1910 and 1911), are the principal supporting summaries, classifying by articles and countries all commodities imported into and exported from the Philippine Islands during the fiscal years 1910 and 1911. They correspond to the important summaries of imports and exports, by articles and countries, published in the semiannual summaries of commerce of the islands by the Bureau of Insular Affairs. A comparison of these summaries reveals that whereas the Philippine Government has not carried the classification quite as far as the Bureau of Insular Affairs, yet the same information is compiled and presented, and in the same form, being based upon the schedules which have been adopted agreeably to the suggestion of the Bureau of Insular Affairs.

SCOPE OF SEMIANNUAL SUMMARIES OF FOREIGN COMMERCE OF THE PHILIPPINE ISLANDS.

The summaries of commerce of the Philippine Islands, prepared by the Statistical Division, Bureau of Insular Affairs, semiannually (based upon duplicates of the monthly statements which furnish the basis of the statistics compiled in the Philippine Islands), contain the following statistical information:

General review of Philippine commerce for the year ending June 30, 1911.

Summary.

Imports and exports, total values: By ports of entry; by countries.

Statement of carrying trade and tonnage movement.

Imports, by principal classes of commodities.

Imports, by articles and countries.
Exports, by articles and countries.
Imports and exports, by countries and articles.
Imports, free of duty, from the United States by the Army, Navy, and Insular Government.
Railway free entries.
Imports and exports of gold and silver.
Immigration and emigration.

In addition to the foregoing printed statistical publication, both the bureau of customs, Philippine Islands, and the Bureau of Insular Affairs, United States, prepare a monthly memorandum, in manuscript form, summarizing the import and export trade of the Philippine Islands.

The memorandum of the Philippine Government is a monthly comparative statement of imports and exports, the preceding month compared with the same month in the preceding year. It contains:

(*a*) Values of principal imports (24), 1910, 1911.
(*b*) Principal exports, 1910, 1911.
(*c*) Imports, exports, and total trade by countries.
(*d*) Comparison of total values of imports and exports, and total trade for the fiscal years 1911 and 1912.
(*e*) Trade with the United States, 1911 and 1912.
(*f*) Comparison of total imports and exports, by ports, fiscal years 1911 and 1912.

The memorandum of the Bureau of Insular Affairs covers the preceding 12 months (the 12 months being shown in one total) as compared with the 12 months of the preceding year. It is a summary of the imports and exports, showing the total trade and the trade with the United States by the principal classes of commodities.

The bureau of customs, Philippine Islands, and the Bureau of Insular Affairs also publish in their regular publications similar statistics of immigration, which are furnished by the former.

No compilation work is involved in the presentation of these statistics.

The foregoing facts lead to the following conclusions:

First. That the Philippine and United States Governments maintain distinct statistical organizations engaged in the compilation and publication of commercial statistics of the Philippine Islands.

Second. The statistics compiled by the Bureau of Insular Affairs are based upon the general statements of merchandise furnished by the bureau of customs, Philippine Government, upon which are also based the statistics compiled and published by the latter.

Third. That the statistics furnished by the Philippine Government are substantially the same as the statistics furnished by the Bureau of Insular Affairs and would answer every purpose now served by the statistics compiled and published by the latter. In fact, the statistical reports published annually by the Philippine Government

are broader in their scope than those of the Bureau of Insular Affairs in that the former contains valuable analyses of trade conditions which are not contained in the latter.

It is important to note that inasmuch as dependence is placed by the Bureau of Insular Affairs upon the general statement furnished by the bureau of customs, Philippine Islands, for the compilation of its statistics, the statistical report furnished by the Philippine Islands could be forwarded to the United States and be available to administrative officers of the Bureau of Insular Affairs, which acts as a sort of clearing house for the distribution of this information, as soon as the statistical reports now compiled and published by the Bureau of Insular Affairs are available. The Bureau of Insular Affairs at the present time maintains a mailing list of several hundred American concerns to whom it regularly distributes its statistical publications. In addition thereto it furnishes such information as may be desired from time to time. Under the proposed arrangement it is possible for the Philippine Government to send the documents direct to the American concerns who now receive the publications of the Insular Bureau, or for the Philippine Government to furnish the Bureau of Insular Affairs the requisite number of publications, the latter distributing them, as under the present practice. The former arrangement is more economical and seems preferable. Under such an arrangement the Bureau of Insular Affairs will furnish the Philippine Government with the mailing list.

The Bureau of Insular Affairs may wish to continue their monthly memorandum statement of imports and exports of merchandise in the same form as at present. The assistant chief of the division indicated that it requires but a day or a day and a half of his time to assemble the statistics (which are based upon the monthly statement of merchandise) for this summary. The Philippine Government will, no doubt, cooperate to the extent of furnishing this memorandum in the same form as it is prepared at present by the Bureau of Insular Affairs.

As stated above, the former prepares a monthly memorandum of a similar nature and quite as comprehensive in character. The compilation is slightly different, however, and perhaps would be of less value to the latter.

In order to meet the needs of the Bureau of Insular Affairs and the American concerns who are interested in the statistical information gathered it may be advisable from time to time to change slightly the form in which the statistics are presented. This is a matter which the bureau will be able to determine.

It should be stated in passing that whereas the continuance of the present duplication of statistics is wholly unwarranted, there was, no doubt, sufficient reason for the inauguration of this work early in

the history of the bureau. There was constant call for such statistical information by Congress and the commercial interests throughout the country, and the Philippine Government, which had not perfected its organization, was unable to furnish statistics in form to meet the needs of the bureau. These reasons, however, are now wholly removed, and no sound reason suggests itself why the Bureau of Insular Affairs should continue in its present statistical work, which constitutes a duplication of statistical work which is performed and logically should be performed by the Government of the Philippine Islands.

In conclusion, it should be said that if there is anything unsatisfactory about the statistics produced by the customs bureau of the Philippine Islands which gives color of need for the present duplication of work, the remedy therefor should be sought in the correction of methods observed and results obtained by the Philippine Government, rather than in multiplying organization for doing the same thing in a better way.

Bearing upon the extent of the duplication of statistics by the Bureau of Insular Affairs, attention should be called to the fact that the Bureau of Domestic and Foreign Commerce, in which is centralized to a large extent the compilation of commercial statistics for the United States, publishes in its monthly summary of commerce and finance, and in its annual report on navigation, statistics of the Philippine Islands with the United States, showing the imports and exports of merchandise, by principal classes of commodities. These monthly summaries, which are available to American concerns, furnish adequate statistics as to the trade of the United States with the Philippine Islands. Here is an additional duplication on the part of the Bureau of Insular Affairs, although it should be noted that the statistics published by the Bureau of Domestic and Foreign Commerce are based upon the merchandise statements furnished by the collectors of the several ports of the United States; the statistics furnished by the Bureau of Insular Affairs being based upon the statements of merchandise furnished by the customs bureau, Philippine Islands.

The following is a statement of the personnel and pay roll of the Statistical Division, Bureau of Insular Affairs:

1 clerk, class 4 (chief of division)	$1,800
1 clerk, class 3 (assistant chief)	1,600
1 clerk, class 2	1,400
4 clerks (bookkeepers), $1,000	4,000
1 clerk (position temporarily vacant)	1,000
Total	9,800

If the foregoing recommendation of the commission is put into effect, the division may be abolished. The suggestion of the commis-

sion, however, does not contemplate that the Bureau of Insular Affairs will cease to furnish the statistical information which it has been called upon to furnish in the past. The suggestion contemplates only that the statistics furnished by the customs bureau of the Philippine Government and the Bureau of Domestic and Foreign Commerce of the United States Government be used as the basis for such statistical information instead of the statistics which it now compiles independently and in duplication of the statistics above referred to.

The foregoing suggestion contemplates that the time of one clerk, familiar with the statistical work, will be consumed in handling the statistical data furnished by the insular government in the form of printed summaries and reports. Inquiries received and questions arising about trade conditions in the Philippine Islands may necessitate the preparation of manuscript statements embodying facts gathered from one or more of the printed reports furnished. Reference is made to requests for comparative statements on certain subjects which would be based upon the summaries covering a number of years.

The handling of such data should be transferred to the Correspondence and Administrative Division of the bureau. Assuming that a clerk at $1,600 per annum be assigned to this work, the saving to be effected by the foregoing recommendation would aggregate $8,200.

Critical and Constructive Suggestions Pertaining to Methods and Procedure.

HANDLING AND FILING CORRESPONDENCE (RECORD DIVISION).

Despite the fact that the files of the bureau are very orderly, rendering the papers and related record cards readily accessible, it is thought that a considerable reduction of work can be attained with the same or increased efficiency by certain changes in the procedure of the Record Division, where the files and auxiliary records are kept. Criticism is directed against the following practices which obtain in this division in the handling and filing of correspondence:

(*a*) The folding of original papers and filing them in old-style document file boxes.

(*b*) The indirect system of filing original papers, with their related record cards, on an arbitrary numerical basis, entailing an elaborate system of indexing and cross-indexing the subjects thereof.

(*c*) The preparation of card records of correspondence (incoming and outgoing) which are maintained independent of the files of original papers.

To correct or improve the foregoing practices the following recommendations are submitted:

1. The discontinuance of the present system of folding papers and filing them in document files, substituting therefor flat filing.
2. The rearrangement of the files on a self-indexing basis.
3. The discontinuance of the preparation of record cards, involving the substantial elimination of auxiliary correspondence records.

1. *The discontinuance of the present practice of folding papers and filing them in document files, substituting therefor flat filing.*

Under the present practice the original documents and communications of the bureau are folded to document size, approximately 3½ by 8 inches in dimension, and placed in old-fashioned wooden document file boxes. This practice is largely discredited both in commercial institutions and Government circles. It is universally recognized that under flat filing the papers are more readily accessible, the review and examination thereof incidental to the handling of later correspondence is greatly facilitated, less filing space is consumed, and the wear and tear, mutilations, etc., to which folded papers are subject are obviated. Further discussion of the relative merits of folded and flat filing will not be presented here, inasmuch as the bureau is in accord with the recommendations of Circular No. 21, urging the adoption of flat filing, and will make this change as soon as adequate filing space can be procured in the State, War, and Navy Building.

The recommendation that vertical, flat filing be inaugurated will not necessitate the refiling of such documents as have already been placed in the files. Certainly with reference to the less important correspondence, such as the correspondence relating to personnel, it is not suggested as being desirable. In the case of correspondence on the more important administrative subjects, however, it is entirely feasible to refile the papers already disposed of in the event the office feels that the advantages to be derived therefrom warrant the expense involved. This is a detail to be determined by the office. The recommendation contemplates that the bureau inaugurate the flat-filing system with the new correspondence only. The operations involved in making the transfer of old papers are simple, inasmuch as the basic file units—i. e., the cases—are not disturbed, and the work will involve merely the rearrangement of such units according to the classification to be devised.

2. *Rearrangement of the files on a self-indexing basis.*

It is recommended that, agreeably to Circular No. 21, the original papers and documents be filed on a subjective classification—thereby rendering the files practically self-indexing—in keeping with a logical arrangement of numbers under a decimal or analogous system.

The indirect system of filing obtains in this bureau, based upon the arbitrary numerical finding method. This necessitates an elaborate system of indexing the subjects of the correspondence (the term subject referring to name or subject matter), which subjects, assembled in alphabetical order, furnish the serial numbers determining the location of the cases in the files. The rearrangement of the files on a self-indexing basis, as hereinafter outlined, will substantially eliminate the preparation of index cards. It is true that need will still be felt for cross references where the cases are involved (where, for instance, a communication covers several subjects, etc.), and it is not the idea of the commission to abandon such indexing. But it is also true that the primary classification (i. e., the subject designation under which the communication is filed) will, in the large majority of cases, suffice, and for this reason the arrangement of the files on a logical self-indexing basis will render unnecessary the maintenance of subsidiary indexes. The direct and immediate saving made possible by the proposed rearrangement of the file therefor is the substantial elimination of the preparation of index cards and the classification of correspondence incidental thereto.

A second argument in favor of the proposed system lies in the increased facility in procuring papers from the files. Inasmuch as the proposed system of filing carries the classification of subjects to the files themselves, the same facility is furnished in finding the papers in the files that is now furnished in finding the record thereof on the auxiliary indexes. The intermediate step of referring to the indexes—which is necessary under present system—is therefore eliminated. A very definite saving in time is thus effected. The proposed rearrangement of the files upon a subjective basis assembles the cases on the same or allied subjects in the same place or in similar places. The advantage of this is real. All the cases (the term case representing the basic file unit) on the same general subjects are assembled within the same primary division of the file. Within the primary division of the files the several cases will be classified showing their relation to the primary subjects, i. e., their coordination with or subordination to each other. Under the arbitrary numerical system which lodges the cases in the files without reference to their nature or relation—the location of each case in the file being determined by the accidental assignment of a serial number—such a classification is impossible. To illustrate: Considerable correspondence is conducted with and relating to the Philippine Railway Co. An examination of the summary or consolidated index card for this subject indicated that the correspondence covered a comparatively wide range of subjects, embracing as many different cases as there were subjects. The consolidated index card for the Philippine Railway

contained, among others, the following subjects, with the identifying numbers set opposite:

	File No.
General record	14,221
Personnel of	15,058
Accounts of (audit)	16,502
Land for right of way	15,800
Section and test of material for work	15,293
For loan of money	17,091
Free entry of material for	1,596

The file number identifying each case was, of course, accidentally assigned according to the time when the first communication on the subject arose. For this reason, the several file numbers are not only different from, but have no relation to, each other. Inasmuch as the file number determines the place where the case is lodged in the files, the related cases on the foregoing general subject, i. e., Philippine Railway Co., are filed in different and widely separated cases. The advantages of having a logical arrangement of numbers which will automatically assemble the cases by subjects are, we believe, obvious. An outline of the proposed classification is attached to this constructive report as an exhibit.

3. *The discontinuance of the preparation of record cards, involving the substantial elimination of auxiliary correspondence records.*

It is recommended that the present practice of preparing record cards be discontinued.

In the development of the filing system of this office there has been evolved an elaborate system of preparing record cards of the correspondence of the office. These cards are filed independent of the original papers—although identified by the same file number—being placed in document files similar to those used for the original papers. They contain, in addition to other items, an abstract of each communication incoming or outgoing. This abstract consists of a comprehensive digest of the subject matter of the communication recorded. In addition to the digest or abstract of the correspondence proper there is incorporated into the record "notes" of newspaper items or editorials affecting the bureau, legislation enacted by the United States or Insular Government, excerpts from annual and special reports of officials in the islands, and similar data from other available sources. These records are assembled in chronological order.

Despite the fact that the record card embraces notes on material secured from sources other than correspondence proper, it remains distinctively a record of correspondence. It is estimated that seven-eighths of the recording is of correspondence proper. An examination was made of a large number of representative record cards to

determine the extent to which they constituted a duplication of the original papers which were filed in the document files. It was noted in the case of short communications (of which some 40 or 50 were examined) the record was almost as elaborate and lengthy as the original papers; in some instances it was practically a verbatim reproduction of the original communication. In the case of longer communications the records were condensed, but in all cases they were found to be very elaborate analyses of the original communications. It should be stated, in passing, that the records are very efficiently prepared, representing in each case a careful analysis of the communication.

The thought of the bureau underlying the preparation of record cards is that the information contained thereon, although a duplication of the record contained in the original documents themselves which are in the files, furnishes a compact, chronological record, easily reviewed by the administrative officers, thus readily assisting such officers in the handling of important cases involving precedents, etc. It is important to note, however, that in those cases where the previous record is consulted the record cards are not used to the exclusion of the original papers themselves. In handling a large part of the incoming correspondence (and always in the case of important communications) it is the practice to consult the original papers also. In this, as in most administrative offices, a portion of the incoming correspondence is handled without reference to the previous papers or record cards, for which part of the correspondence the record cards represent a duplication which has little or no value.

It is the thought of the commission that the bureau greatly overestimates the value of the record cards in the handling of the bureau correspondence. To the extent that the record cards represent the correspondence proper (the originals of which are in the files), this operation is not only unnecessary but wholly unwarranted in view of the expense entailed. With the original papers filed on a self-indexing basis, rendering them easily accessible, and filed flat (grouped into cases as at present, the several papers of each case being assembled in chronological order) so that they will be easily handled and reviewed, the original papers will meet every requirement now served by the records thereof, and a very definite saving will be effected by substantially reducing record work. It is thought that this economy can be accomplished without impairing the present efficiency of the office or in any appreciable degree retarding the dispatch of its correspondence.

In defense of the practice of preparing record cards it was urged, in the first place, that it enabled the administrative officer handling a case to check the original papers he desired (thus enabling the

file room to charge the specific papers withdrawn against the person making the withdrawal), and in the second place, that it furnished, in the event of the loss or destruction of a paper, a duplicate history or record thereof sufficiently elaborate to prevent embarrassment from such loss. These objections, however, are more apparent than real. With the papers assembled flat and in chronological order (in the same order as the records thereof are maintained) the search for particular communications is not appreciably retarded. While it is true that individual papers are sometimes called for, it is thought that for the most part the entire case is required by the person reviewing the subject; in any event, the binding of the papers together would offer little or no inconvenience to the officer or clerk desiring only an individual communication or paper. With the original papers assembled in the form of cases, as hereinbefore described, the same facility will be furnished in charging out the original papers as under the present practice. When it is considered that such original communications are always consulted in the event the matter is of any importance, and that such papers, instead of remaining in loose form as at present, will be bound together, so that the case will at all times be intact, it is thought that increased security of the papers will be secured. It is the experience of commercial concerns at large and other offices of the Government service that original papers seldom go astray under a properly organized system. Certainly, the contingency of losing original papers is less remote where such original papers are bound together in the form of a filing unit, which can not be easily misplaced or lost, than under the present practice, which folds such papers and places them loose in the files.

Attention is called to the fact that the record cards of this office embrace not only records of correspondence proper, but also working memorandum in the form of data collected from outside sources which are of value to the office. Newspaper items, legislation affecting the bureau or the insular possessions, etc., represent this class of extraneous material. This is incorporated into the record in the form of notes. It is estimated that the volume of this material aggregates an eighth of the entire recording done. It is admitted that independent records of such material should be preserved in those cases where the original papers can not be placed in the files in such shape as to facilitate review thereof or otherwise made readily available.

Criticism of the present practice, however, is directed against the extent to which such extraneous material is recorded and the methods by or form in which it is prepared. At present much material segregated from outside sources is incorporated in the record which would be as available in the files (under flat filing) or in other form to illustrate the latter. Special reports on the insular possessions,

published in printed form, are reviewed by record clerks, and elaborate excerpts from or digests of such reports are made on the record cards. A reference on the card to the name of report and page on which the article may be found should be adequate, inasmuch as these reports can be filed (in a separate file of printed documents) and be available for future reference. As to the form in which the present record is kept it is suggested that such record be prepared on sheets, letter size, and that such record be placed with the original papers rather than in a separate file. The material segregated from outside sources and other important notes to be used as working memoranda should be assembled on letter-size sheets, which should be placed in the file in front of the original papers. It is thought that this process of preparing that portion of the record which should be continued has certain advantages over the present practice. Under the present practice this record is prepared on cards of medium weight, 3½ by 8 inches in dimension. The card is so small that the operation of the typewriter is necessarily retarded, due to the frequent shifting of the carriage necessary to adjust the card to the machine. The process necessarily entails the pasting of cards together, which, under the proposed practice, is eliminated.

The most patent duplication of records is in the handling of correspondence relating to personnel, which aggregates about one-half of the entire volume. The same elaborate record is prepared in the case of correspondence with reference to personnel as is the case of the more important correspondence relating to administrative subjects. This duplication of work is wholly unnecessary and unwarranted in view of the expense entailed inasmuch as the subjects of the correspondence are not involved and the *original papers are easily consulted and reviewed* (although such consultation is not necessary for the large majority of cases). The chief clerk concurred in this opinion, and steps are already being taken by the office to eliminate this duplication of record. Such reduction of work can be effected before the whole procedure has been changed, as hereinbefore outlined. It is thought that the present record room—with a slight rearrangement of equipment—will accommodate the equipment necessary to inaugurate flat filing on a self-indexing basis (the arrangement of individual cases being alphabetical throughout) for the personnel correspondence.

It is estimated that at least four clerks are engaged in the preparation of personnel records and part of the time of one clerk in the indexing of such records. The expense thereof is estimated at $5,000. A saving in this amount can be effected at once if the foregoing suggestion is acted on.

Summary of savings—Record Division.—The following is a statement of the personnel, showing the salary expense thereof:

1 clerk (class 4, in charge) at $1,800	$1,800
1 clerk (class 2, supervisory) at $1,400	1,400
1 clerk (class 2) at $1,400	1,400
3 clerks (class 1) at $1,200	3,600
5 clerks (class E) at $1,000	5,000
1 assistant messenger at	720
	13,920

The foregoing is classified by operations as follows:

Supervisory:	
1 clerk (class 4)[1]	$1,800
1 clerk (class 2)	1,400
Indexing:	
1 clerk (class 1)	1,200
General record work:	
1 clerk	1,400
2 clerks (at $1,200)	2,400
5 clerks (at $1,000)	5,000
Filing (documents and record cards); searching files:	
1 messenger	720
	13,920

The recommendations of this commission will make possible the—

(a) Substantial elimination of indexing, estimated expense	$1,200
(b) Substantial elimination of recording, estimated expense	8,800

If the foregoing recommendations are put into effect the duties of the division will be limited to the following:

(*a*) Assigning file numbers.
(*b*) Filing, searching files, etc.
(*c*) Utility work.

It is thought that these functions could be discharged efficiently by the following force:

1 clerk (in charge)	$1,800
1 clerk (utility)	1,400
1 clerk (utility)	1,200
1 messenger (filing)	720
	5,120

In the two utility clerks ample provision is made for the preservation of such records, having no reference to correspondence proper, and cross indexes, as should be continued.

A saving of $8,800 can, therefore, be effected if the recommendations of this report are put into effect.

[1] Performs some detail work; indexing, recording, etc.

(B) GENERAL ADMINISTRATIVE AND CORRESPONDENCE WORK (CORRESPONDENCE AND ADMINISTRATIVE DIVISION).

At the outset comment should be made on the general excellence of the procedure and organization of this division and the efficient and economical manner in which its work is administered. Much has been done to standardize the use of forms on the conduct of correspondence. As a result, this phase of its work has been placed on a most economical basis.

Certain changes in organization, enlarging the scope of this division's work, have been suggested in another part of this report. The only suggested change in the present procedure of the division is as follows:

In the handling of the appointments to the Philippine and Porto Rican service, an eligibility list (i. e., for appointment) is prepared on cards 3 by 5 inches in dimension which are assembled by register and rating. This card register serves as a record of all applicants who are eligible for appointment to the insular service, and, when the bureau is instructed to make the appointment, serves as the basis for the selection. Its purpose, however, is temporary, having been served when the selection or appointment is made. At that time an appointment record is prepared on cards 4 by 6 inches in dimension. The purpose of this card is also temporary, such purpose being served when the appointment has been accepted and arrangements made for the transportation of the appointee. In other words, these two records prepared by different processes or operations have to do with related steps taken preliminary to the actual appointment and acceptance thereof. They are but temporary makeshifts or expedients to assist the office in the administrative details with which it is concerned. It is suggested that one card, providing designations for the entry of all the information now assembled on both cards (the two cards being now duplicated in part) serve for both registers. The eligibility card has served its purpose when the appointment is made; it will then be transferred from the eligibility register to the appointment register. At the time of the transfer, and subsequent thereto, such additional entries as may be necessary will be made.

The following form, which the office may wish to modify, is suggested for the consolidated eligibility and appointment record:

Salary, $ ——

Name ——
Rating ——
Register ——
Selected by {Cable / Letter} of ——

Appointed.	Oath.	To sail.	Sailed.	Declined.	Remarks.

If the suggested consolidation of the eligibility and appointment record be put into effect, the record work, incidental to the handling of appointments, of which there are a large number annually, would be simplified greatly, without impairing in any degree the efficiency of the office record.

(c) COMPILATION AND MISCELLANEOUS DETAIL WORK (MISCELLANEOUS DIVISION).

In another part of this report, it is recommended that the work of the Miscellaneous Division be restricted primarily to the following functions:

a. Compilation of reports.

b. Maintenance of insular library.

c. Custody and supervision of Cuban, Philippine Insurgent, and other records.

The suggestion, the reasons underlying which having been set forth elsewhere, contemplate that the other functions of the Miscellanous Division will be transferred to and taken over by the Correspondence and Administrative Division.

Compilation of reports.—Despite the fact that the compilation work is not as extensive as earlier in the history of the bureau, it is thought the present practice can be somewhat reduced and curtailed. It is admitted that the library contains many compilations of value to the bureau, some of which would be difficult to obtain through other sources. The compilations, however, consist for the most part of executive documents printed and published by the United States Government which are readily accessible for reference purposes through the Congressional Library and other sources. It would seem that there is no warrant for the compilation of these documents except where they are of constant reference for administrative purposes.

It is feasible to secure additional copies of official documents of the United States which are or may be of interest to the Bureau of Insular Affairs. These documents, published in permanent form, may be placed in the library for future reference. No justification exists, however, for the work and expense involved in the compilation of many of the official documents (including for each volume the separate steps of classification, repagination, the preparation of a table of contents, etc.) which are not of great importance to the bureau, and which are always to be had through other Government sources.

It is thought, through a more judicious selection of publications, the work can be very materially reduced. A saving will be effected not only of the salary expense entailed, but the cost of binding, etc.

The foregoing suggestion, looking toward the reduction of this work, has no reference to the various manuscript publications which

the bureau secures from the several executive departments, or the manuscript and printed publications of the Insular Government.

Indexes to publications.—Under the present practice indexes are kept to the various publications contained in the compilations of the library by subject and by executive documents (House or Senate). These indexes are prepared by one of the clerks engaged upon the actual work of compilation. The indexes are physically located in a room adjacent to the library. It is thought that the better practice would be to have the indexes kept in the library and the preparation thereof deferred until the compilation has been turned over to the librarian. It is suggested that the work of preparing the index cards be transferred to the librarian.

Photograph file.—The Miscellaneous Division maintains a file of photographs of important places and people of the Philippine Islands, as well as other things of interest in the islands. It is suggested that the custody of these files and the preparation of such index cards as are necessary be transferred to the librarian of that division. It is thought that the files of photographs should be physically located in the library.

REVIEW OF ENGLISH PUBLICATIONS.

It is recommended that the review of English publications be discontinued and that reliance be placed upon the service of a reliable clipping bureau.

Under the present practice a high-priced clerk (at $1,800 per annum) makes a review of the leading English publications to segregate editorials and other items dealing with the foreign policy of the United States Government and other subjects of interest to the Bureau of Insular Affairs. It is recommended that this practice be discontinued and that reliance be placed upon a responsible clipping bureau for the segregation of such items. The Bureau of Insular Affairs, of course, is interested only in the expressions of the leading publications. An arrangement can be entered into with the clipping service, whereby only a limited number of publications (the leading newspapers, to be designated by the bureau) will be followed.

The foregoing suggestion, if put into effect, will not only effect a more efficient review of such publications, but also result in a definite economy. Practically all of the time of the clerk engaged in making this review should be charged against this assignment, making the aggregate cost in excess of $1,500 per annum. The expense of clipping bureau service would be insignificant when compared with the present expense. Under the proposed arrangement the clippings will be referred as received to the chief clerk and from

him to such administrative officers as are interested in the articles segregated. They would be then ready for the file room. It is interesting to note in passing that the clerk who makes this review is not charged with any administrative action based upon the information which he obtains, but merely segregates the items for reference to the administrative officers of the bureau.

Multigraph work.—It is suggested that the multigraph work be transferred to the jurisdiction of the Correspondence and Administrative Division. This work should require but a small portion of the time of one clerk and could be performed efficiently by the utility clerk who is in charge of the document room. The equipment which is used for this purpose could be transferred to the document room.

Clerk in office of superintendent of Philippine students.—The clerk in the office of the superintendent of Philippine students is at present under the jurisdiction of the Miscellaneous Division. We suggest that this arrangement be continued as long as this office is located in the annex building.

Summary of savings.—The personnel of the Miscellaneous Division is as follows:

1 clerk (in charge)	$1,800
1 clerk (class 4) senior translator	1,800
2 clerks (class 4)	3,600
1 clerk (class 2)	1,400
1 clerk (class 1) librarian	1,200
1 clerk (class 1) document room, main building	1,200
4 clerks (class 1)	4,800
1 clerk (class E), superintendent Philippine students	1,000
3 clerks (class E)	3,000
Total	19,800

In addition to the foregoing, one clerk at $1,800 is assigned to work related to the Miscellaneous Division, having his desk in that division. Despite the fact that technically he is not in the Miscellaneous Division, we so consider him for the purpose of analyzing the work and organization of that division. This makes a total annual expense of $21,600.

It is thought that the following force will perform the work devolving upon the Miscellaneous Division, if it is reorganized agreeably to the recommendations contained in this report:

1 clerk, class 4 (in charge)	$1,800
1 clerk (class 2)	1,400
1 clerk (librarian)	1,200
2 clerks (utility)	1,200
1 clerk (superintendent, Philippine students)	1,000
	6,600

The recommendations of this report contemplate that the following force of the division be transferred to the Correspondence and Administrative Division to perform the functions taken over by it:

1 clerk (senior translator)[1]	$1,800
2 clerks (class 1), translators	2,400
2 clerks (class 2)	2,000
Total, 5 clerks	6,200

A saving, therefore, in the sum of $8,800 it is thought will be effected by the suggested changes in organization and procedure.

The foregoing savings will be accomplished not only through the elimination of work (i. e., the discontinuance of the review of English publications, abolishment of the independent supply room, etc.) and the transfer of certain functions from the Miscellaneous to the Correspondence and Administrative Division, where they logically belong, thus facilitating the proper correlation of work, but also by obtaining a standard of efficiency which the old organization of this division has not secured. It is thought that the importance and volume of work performed by the Miscellaneous Division has not furnished sufficient warrant for the force there maintained. Criticism of the work of this division is directed against the lack of proper administrative supervision and control. No provision seems to have been made to systematize properly the work. Despite the fact that there is not the same definiteness and permanence to the work program of this division as obtains in other divisions, it is thought that a large portion of this work could be so classified as to admit of definite assignment to several clerks. In the language of the chief of the division every clerk is a utility man whose work was so varied that it was impossible to accurately describe it. Such an observation on the work of a small group of two or three clerks, whose assignment was of a miscellaneous character, might be justified, but when applied to a division of 17 clerks, maintained at an annual expense of $21,600 (consisting of over one-fifth of the annual expense of the bureau), is indicative of loose supervision and administrative control. It is felt that the work which has devolved upon the Miscellaneous Division could have been performed, with the same or increased efficiency, by 70 per cent of the present force.

The bureau has recognized the need for a thorough overhauling of the work of this division, looking toward its reclassification on a more systematic basis, and has placed in charge of this division a former chief of the Correspondence Division who is endeavoring to make its work more effective by a better supervision and by a more efficient correlation of this work with the work of the central administrative office. The work of reorganization, however, does not

[1] Now temporarily detailed in Correspondence and Administrative Division.

contemplate any changes in organization or elimination of functions. The changes in organization greatly restricting the scope of this division's work by transferring to the Correspondence and Administrative Division certain functions which logically reside there, and by the discontinuance of other functions which have been carried on by this division are, we think, imperative.

(D) DISTRIBUTION OF SUPPLIES (SUPPLY ROOM, MISCELLANEOUS DIVISION).

It is recommended that the present independent supply and stationery room of the Bureau of Insular Affairs be discontinued and that requisitions of the bureau and its several divisions for supplies be drawn upon the central supply division of the War Department.

The Bureau of Insular Affairs maintains a supply and stationery room for the bureau independent of the Supply Division of the War Department. This is located in the Annex Building, 1800 F Street, NW. Under the present practice the several divisions of the bureau refer their requisitions for supplies to the bureau supply room, which in turn requisitions the central depot of the War Department. The present arrangement entails the complete duplication of the steps necessary to distribute supplies. In view of the fact that the supplies which are kept on hand represent the ordinary office supplies and stationery, all of which can be procured from the central supply division with the same dispatch that they can from the bureau supply room, no reason can be advanced for the continuance of the present arrangement.

It is strongly urged that the present arrangement be discontinued and that the practice in the future be as follows:

The chiefs of the several divisions will at stated periods (and, of course, when an emergency arises) prepare requisitions for the supplies required by their respective divisions on the forms which are now used for requisitioning supplies from the bureau supply room; these requisitions will be referred to the Correspondence and Administrative Division of the bureau. The clerk, who will be designated to handle such requisitions, will examine same and prepare a consolidated requisition on the central supply division of the War Department. When the requisition is filled the messenger of the bureau will check up such supplies with the several requisitions furnished by the division and distribute such supplies to the respective divisions. The requisitions may then be placed in a file similar to the one kept at the present time, classified according to the divisions issuing such requisitions.

The aforesaid recommendation will not only effect increased efficiency and dispatch in the distribution of supplies and stationery

but eliminate entirely the work necessary under the present practice to maintain the supply room. The chief of the Miscellaneous Division indicated that most of the time of the property clerk was consumed in the work involved in requisitioning supplies from the central depot and the distribution to the several divisions of the office. In addition to this the property clerk maintains a record of accountable property (office furniture, etc.). It is conservatively estimated that the saving effected will be equivalent to two-thirds of the time of the property clerk, whose salary is $1,200 per annum, making a net saving in the sum of $800. It is further important to note that the abandonment of the present supply room will make available valuable office or storage room.

Criticism of the present method of maintaining the supply room is directed against the loose practice of issuing supplies without insisting upon the requisitions provided for by the procedure hereinbefore described—the chief of the Miscellaneous Division having indicated that this was done to save time—and the failure on the part of the property clerk to keep any current stock or inventory records showing supplies received, disbursed, and on hand. It is the thought of the commission that no sound reason whatever can be advanced for the maintenance of an independent supply room for this bureau. If the practice is continued, however, those records which are absolutely essential to an efficient check on the disbursement of supplies should be kept.

(E) STORAGE OF CUBAN, PHILLIPINE, INSURGENT, AND OTHER RECORDS.

It is recommended that the storage room now rented by the Bureau of Insular Affairs be abandoned.

The Bureau of Insular Affairs rents a room for storage purposes from the Merchants Transfer & Storage Co., at 920–922 E Street NW. The records there stored consist of—

(*a*) Cuban records.

(*b*) Philippine insurgent records.

(*c*) Documents (printed) and records (manuscripts) pertaining to the bureau.

A large portion of the Cuban records (which aggregate over half of the total volume of the records stored in this room) have been designated as "of historical value only." In a memorandum furnished by the bureau, the following comment is made:

The bureau recommended to Congress that authority be given for the disposal of these secondary records, but upon recommendations of the Library of Congress, and after further consideration of the matter by the chief of this bureau, Col. Hugh L. Scott, who was designated to examine and consolidate these records, and others interested, it was decided to withdraw this recommendation

and to segregate the records of historical value only into a secondary file. The actual work of segregation, however, has not been entirely completed.

Despite the fact that the commission is of the opinion that a considerable portion of these records should be destroyed, agreeably to the earlier recommendation of the bureau, it is unwilling to enter such recommendation in opposition to the conclusion reached by the bureau when the matter was reconsidered.

It is conservatively estimated that the material stored in the room at the present time could be stored (satisfactorily assembled and arranged for reference) in one-third of the floor space of this room. Such estimate would make ample provision for reasonable accessions.

It has been recommended in a separate report addressed to the Secretary of War that a fireproof storage structure be rented to accommodate the archives and dead files of the War Department. Under the present practice such archives and files are stored in a number of outlying buildings. The suggested arrangement contemplates that the storage of these records be centralized in one file building.

If the foregoing recommendation is acted on, it is suggested that the records of this bureau (i. e., the Cuban and Philippine insurgent records) be transferred to the structure so provided for.

If such recommendation is not put into effect, it is suggested that such records be transferred to the bureau annex building. There is considerable available storage space in this building. In addition thereto, if the recommendations contained elsewhere in this report are put into effect, the supply and stationery room and the room (double) now occupied by a messenger and his family will be available for additional storage space. These two rooms will provide 600 square feet of floor space. This will adequately accommodate the Cuban and Philippine records (including the equipment in which they are contained), it being estimated that these records do not occupy more than 600 square feet of floor space. It is recommended that the Cuban and Philippine records be transferred to these rooms which will be made available.

It is urged that at the time of such transfer the segregation of the records of historical value only into a secondary file be completed, agreeably to the bureau's recommendation of an earlier date.

It is suggested that the printed documents, etc. (the property of the insular government) be removed to the document room and the small storage room in the basement of the State, War, and Navy Building.

The present storeroom contains a certain amount of secondary or supporting records of the bureau which are of little or no value. It is recommended that they be destroyed.

It is thought that the Cuban and Philippine records could be adequately accommodated in 600 square feet of floor space. The annual

expense of such space in a separate file building would be in the neighborhood of $250. The difference between this and the present rental represents the saving to be effected. In the event centralization of the storage of the archives of the department is not effected, the entire rental will be saved by the transfer of the bureau's records to the annex building.

It is thought that the bureau annex building will afford full and complete protection to these and other records. It is a substantial brick building in which, with additional safeguards, which are recommended in a separate report on housing, the fire risk would be reduced to the minimum. Under such an arrangement an additional convenience and economy will result from the increased facility in consulting the records.

F. COMPILATION OF FINANCIAL STATISTICS (SECTION OF PURCHASING, DISBURSING, AND ACCOUNTING DIVISION).

Scope and purpose.—A section of the Purchasing, Disbursing, and Accounting Division is located in the bureau annex building. The work of this section relates chiefly to the insular and provincial accounts of the Philippine Islands, arising from the collection of insular revenues and the expenditure therefrom for administrative and other purposes, including specific expenditures of an extraordinary character (i. e., growing out of bond issues, etc.).

Under the present practice the auditor of the Philippine Islands renders on prescribed forms, styled journals, monthly detailed statements of receipts and expenditures. The monthly journal contains the entries to be carried into the accounts of all officers, covering practically every entry on the auditor's books. These entries are posted to the ledgers kept by this section, being segregated under proper headings and subheadings according to the nature and character of the transactions. In this way the information contained in the insular auditor's journal is summarized in the ledgers by (*a*) bureaus, offices, etc., and (*b*) by classes of expenditures. This work involves the posting of items to several thousand ledger accounts monthly. From the ledger postings is prepared a monthly balance sheet of the insular government of the Philippine Islands, showing in detail the assets and liabilities and surplus on hand. The balance sheet is supported by schedules.

Similar accounts are kept for the Philippine Provinces. Each Province furnishes a monthly trial balance showing the debit and credit transactions for the month and an auxiliary journal sheet showing in summary form the various revenues. At the end of each year this section prepares detailed statements of the income and expenditures of the several Provinces and a consolidated statement thereof.

This section also receives certain accounting reports from the Dominican Government and Porto Rico which are the bases of statistical information furnished by the bureau. The handling of these reports consumes very little time. The critical comment of this report is limited to the work of the section relating to the Philippine Islands.

The purpose of the work above described is to furnish financial statistics of the Philippine Islands which may at any time be available to the bureau, Congress, or others interested therein. The accounting work of this section is not performed in order to develop accounting information to be used in the administration of the Insular Government, but, as already stated, merely for the purpose of developing financial statistics.

The following statement of information which the bureau furnished during the 12 months ending October 1, 1912, is indicative of the nature and extent of the statistical information which this bureau is requested to furnish:

1. Balance sheets covering the latest figures available of the insular transactions of the Philippine Islands.
2. Financial statements covering the account current of the insular treasurer and depositories in which these funds were held.
3. Statement of the operations under the Friar Land Fund and Friar Land Bond Sinking Fund.
4. Statements covering the expenditures of the insular Government in the Government center at Baguio.
5. Statements covering expenditures on account of Benguet Road from Public Works Bond Fund.
6. Statements of expenditures for sundry purposes from Public Works and Permanent Improvement Bonds under acts subsequent to the first Philippine legislature, dated October 7, 1907.
7. Statements showing total collections and distribution of the receipts of the provincial, municipal, and insular Governments of the Philippine Islands for the fiscal year 1910.
8. Statements of expenditures on account of Manila Harbor.
9. Statements of expenditures for public works under appropriation "Public Works from Revenues."
10. Statements showing amount of money appropriated each month for fiscal year 1911.
11. Statements of expenditures for public works under all insular appropriations for fiscal year 1911.
12. Comparative statements by fiscal years of all classes of expenditures made under Bureau of Science.
13. Statements of disbursements account of Philippine census.
14. Statements showing interest and exchange on Friar Land Bonds contracted for by the insular Government, and reimbursement to the insular Government on account thereof from proceeds of rents, judicial fees, and other miscellaneous receipts, and interest on deferred payments as per act 1749.
15. Statements showing refunds on hemp exported from the Philippine Islands to the United States since the enactment of act of March 8, 1902.
16. Statements of customs revenues collected during the fiscal year.

17. Statements of internal revenue collected.

18. Statements of all income from revenues and expenditures by classes therefrom.

19. Statements of amount of money expended on sewer construction under city of Manila Sewer Bond Fund.

20. Statements of the operations under the Congressional Relief Fund.

21. Comparative statements by fiscal years of the Gold Standard Fund.

22. Complete statements, comparative by years, covering expenditures by classes as for ports, rivers and harbors, roads and bridges, buildings, etc., under Public Works Bond Fund.

23. Statements of all the issues of bonds, covering the bonded indebtedness of the Philippine Islands, viz, Friar Land Bonds, and Sewer and Waterworks Bonds.

24. Comparative statements by fiscal years of the money due from United States mints on account of Gold Standard Fund.

25. Statements of premiums paid to, and claims paid by, surety companies on account of employees' bonds.

26. Statements of appropriations made since new Philippine Legislature, October 27, 1907.

27. A yearly statement for the "Statesmen's Yearbook" of London, covering insular, provincial, and city of Manila revenues and expenditures.

28. A statement of the value of one Philippine peso, London and New York quotations.

SANTO DOMINGO.

29. Statements covering the customs service of Santo Domingo for the period of April 1, 1905, to June 30, 1911.

30. Monthly press notices covering the customs collections of Santo Domingo, by calendar years, to date.

31. Letters to certain financial institutions, covering the information given in the press notices.

PORTO RICO.

32. Statement of mileage, and expense of construction, of roads in Porto Rico.

33. A comparative statement of all receipts and disbursements of Porto Rico for fiscal years 1911 and 1912.

34. A comparative statement, by years, of the classified expenditures, as between Porto Rico and the Philippine Islands, to show the proportion of revenues from both countries expended for permanent improvements and educational purposes.

The section engaged in the compilation of financial statistics consists of four clerks, as follows:

1 clerk (in charge), class 4	$1,800
1 clerk, class 2	1,400
2 clerks, class E	2,000
	5,200

The major portion of the time of the foregoing clerks is consumed in the routine bookkeeping work of posting and balancing the accounts. Only a small part of the time of these men is consumed in compiling the statistical information furnished by this section.

SUGGESTED CHANGES.

The commission recommends the discontinuance of the keeping of general and detailed ledger accounts above described, and that the statistical information requested be compiled from the report of the Philippine auditor, published annually, and from the files of the auditor's journal and other accounting reports submitted by him which are kept in this bureau.

It is the thought of the commission that furnishing such statistical information as is produced in this section does not justify the keeping of a set of double entry accounts. The calls for statistical information—the character of which is indicated by the statement above—are infrequent, and such information is for the most part readily obtained from the printed annual reports of the insular auditor.

The reports of the auditor for the Philippine Islands are published in three volumes—Part I pertaining to the fiscal affairs of the insular government and the city of Manila, Part II pertaining to the fiscal affairs of the provincial governments and the city of Baguio, and Part III pertaining to the municipalities. These reports show the balances and transactions as carried in the general and detailed ledger accounts of the insular auditor and furnish information more comprehensive in character than that produced by the Washington bureau through the duplication of ledger accounts based upon the journal and accounting reports which are furnished by the Philippine Government. It is the belief of the commission that reliance to a considerable extent is now placed upon the annual reports of the insular auditor for the information which the bureau furnishes; certainly the statement of the statistical information requested and furnished, which is recited above, indicates that such information is available in these reports. The published reports of the auditor are available within a short period after the close of the fiscal year. It is true that the published reports cannot contain information for as late a period as is covered by the accounts kept in the bureau in Washington, such accounts including entries posted from the monthly journals received subsequent to the annual report. Only a small percentage of the requests for statistical information, however, requires information for a period subsequent to that covered by the published report. This information can be obtained with a very small amount of clerical work from the auditor's journal and other accounting records maintained in the files of the accounting section. In other words, it is recommended by the commission that a special compilation be made from the monthly journals and other accounting reports whenever necessary, in place

of the present practice of regularly posting all information contained in these reports in anticipation of such inquiries.

The annual salary expense of the section—now located in the bureau annex building—engaged in the compilation of financial statistics is $5,200. That two-thirds of the whole time of the personnel of the section is consumed in the posting, balancing of accounts, and related detail work incidental to the keeping of accounts from which statistical information may be obtained and compiled as occasion arises is believed to be a conservative estimate.

If the recommendation of the commission is put into effect a saving of this amount will be accomplished. It is thought by the commission that the actual segregation of data and its compilation in the form of statistics in response to inquiries addressed to the bureau will not require more time under the proposed practice, which will place reliance upon the regularly printed annual reports of the insular auditor, and the supporting records, which come through his office in the form of journals, etc., than under the present practice which places reliance in large part upon the accounts which this section keeps in duplication of the accounts kept by the insular auditor. In other words, the saving to be effected by the foregoing suggestion is the salary expense involved in the keeping of the accounts by this section. It is thought that two clerks at $1,000 each can be immediately relieved, and that part of the time of the clerk of class 2 will be available for the performance of other work.

In this connection it is urged that this section be located in the offices occupied by the Purchasing, Disbursing, and Accounting Divisions in order that it may be brought immediately under the jurisdiction of the disbursing clerk, who is administrative head of this division. It is thought that perhaps the offices occupied by this division will accommodate two additional clerks. The advantages to be derived from such an arrangement are too obvious for comment.

The commission's conclusions with respect to the work here performed, and to the purpose for which this work is done, may be summarized by stating that the work of this section really involves the utilization of accounting reports and does not indicate the keeping of accounts. The work of this section should therefore be restricted to presenting in usable form information contained in accounting reports, and the detailed bookkeeping now performed should be eliminated.

If the recommendations of this report are put into effect it is thought that savings aggregating $29,050 annually will be accomplished. A full discussion of the changes effecting these economies have been considered elsewhere in this report. It is believed that

these economies will be effected with the same or increased efficiency in the administration of the work of this bureau.

In the following appendix to this report is contained a detailed description of the organization and procedure of several divisions of the bureau.

In conclusion, the commission desires to express its appreciation of the hearty cooperation of the bureau in facilitating this inquiry.

Respectfully submitted.

F. A. Cleveland,
W. W. Warwick,
Merritt O. Chance,
Commissioners.

APPENDIX.

DESCRIPTION OF THE ORGANIZATION AND PROCEDURE OF THE SEVERAL DIVISIONS OF THE BUREAU OF INSULAR AFFAIRS.

The divisional organization of the Bureau of Insular Affairs is as follows:

1. Correspondence and Administrative Division.
2. Record Division.
3. Miscellaneous Division.
4. Purchasing, Disbursing, and Accounting Division.
5. Statistical Division.

In the succeeding pages of this report are presented detailed descriptive statements of the organization, functions, and procedure of the following divisions:

1. Correspondence and Administrative Division.
2. Record Division.
3. Miscellaneous Division.

A descriptive statement of the procedure of the Statistical Division is not contained herein inasmuch as the comment of this report is directed against the continuance of this activitiy by the Bureau of Insular Affairs, rather than the methods which are followed. A descriptive statement of the procedure of the Purchasing, Disbursing, and Accounting Division has been prepared and corrected. The accounting system of the War Department is the subject of a separate inquiry by this commission. The present report does not embrace a consideration of the accounting work, although it comments on the compilation of certain financial statistics by a section in the Bureau Annex. For this reason the descriptive statement of the accounting procedure is not submitted here.

STATEMENT OF THE FUNCTIONS, ORGANIZATION, AND METHODS OF THE CORRESPONDENCE AND ADMINISTRATIVE DIVISION, BUREAU OF INSULAR AFFAIRS, WAR DEPARTMENT.

The Correspondence and Administrative Division of the Bureau of Insular Affairs is charged with certain phases of the administrative work which devolve upon the bureau and the conduct of correspondence related to such subjects.

I. FUNCTIONS AND WORK.

The work and functions of this division might be classified as follows:

1. *Appointment.*

This embraces the handling of certain administrative details in the appointment of officers and employees under the classified service to the Philippine Islands and Porto Rico. While the administrative action, consisting of the actual selection or appointment, is taken by the Government (Philippine or Porto Rican) for whom the appointment is made, or under the direction of such Government to the extent that little or no discretion rests with the Bureau of

Insular Affairs, all steps conducted preliminary to the actual appointment devolve upon the bureau. This work involves the preparation of the eligibility list, the conduct of correspondence with and concerning the prospective appointee, and other administrative details involved in making the appointment.

2. *Transportation.*

This division arranges and furnishes orders for transportation of appointees to and employees of the Philippine and Porto Rican Governments and of the Dominican Receivership on commercial vessels and the arrangement of similar transportation for employees of or appointees to the Philippine civil service, or Army transports. It also arranges the transportation of members of families of Philippine civil employees, Philippine students, and the employees of the United States Coast and Geodetic Survey (which are extended the benefit of the Philippine Government transportation contract).

3. *Cable work.*

This division conducts the cable correspondence of the bureau, involving the enciphering and deciphering of cablegrams with the Philippine Islands, Porto Rico, and Santo Domingo. This work embraces the preparation and revision of codes.

4. *General correspondence.*

This division is charged with the handling of a large volume of informational inquiries concerning the insular possessions.

5. *Publications.*

This division handles requests made on the bureau for publications; distributes those in its possession (belonging to insular governments); issues orders as to the disposition of those in the custody of the Superintendent of Documents; and makes distribution of and settlement for the salable documents of the insular governments which are in the custody of the bureau.

6. *Opening correspondence.*

7. *Dispatch of correspondence.*

II. PERSONNEL AND ORGANIZATION.

The personnel of the Correspondence and Administrative Division consists of 13 clerks, a messenger, and assistant messenger. The following is a statement of the personnel of the division, showing the salary expense thereof:

	Number.	Salary.	Total.
Clerk in charge, class 4	1	$1,800	$1,800
Clerks, class 3	2	1,600	3,200
Clerks, class 2	3	1,400	4,200
Clerks, class 1	2	1,200	2,400
Clerks, class E	5	1,000	5,000
Messenger	1	840	840
Assistant messenger	1	720	720
Total	15	.....	18,160

The formal organization of the Correspondence and Administrative Division is not subdivided into sectional units. For administrative convenience, however, the assignments of work, which are of a more or less permanent nature, are made to the individual clerks, or groups, as follows:

1. Supervision:	
1 clerk, class 4	$1,800
2. Appointments:	
1 clerk, class 2 (in charge)	1,400
1 clerk, class 1	1,200
3. Transportation:	
1 clerk, class 3 (transports)[1]	1,600
1 clerk, class E	1,000
4. Cable work:	
1 clerk, class 3 (in charge)	1,600
1 clerk, class 2	1,400
5. General correspondence:	
1 clerk, class 2 (in charge)	1,400
1 clerk, class 1	1,200
3 clerks	3,000
6. Opening of incoming correspondence:	
1 messenger.[2]	
7. Dispatch of outgoing correspondence:	
1 clerk (also engaged in general correspondence and other routine work)	1,000

III. METHODS.

Appointment.—Examinations for the appointment of teachers or other employees under civil service are held several times a year by the Civil Service Commission. The appointment section of this division answers that portion of the inquiries which are directed to the bureau requesting the dates of such examinations and the conditions under which the examinations are held. The conduct of this correspondence is simplified by the use of forms, attached hereto as exhibits, which are self-explanatory After the examinations have been held reference is made to this bureau and section of the examination papers, from which is prepared the eligibility list. This list is prepared on white cards, 3 by 5 inches in dimension, to which cross-references are prepared on blue cards.

The nature of the record prepared on the white card is indicated by the printed designations thereon, which are assembled in the following form:

Rating_____ Name_____
Age_____
Entered register_____ Address_____
Kind of examination_____ Place_____Date_____
Appointed_____ Salary_____ Sailed_____
Declined_____
Eligibility expired_____ Disposition of examination papers_____

These cards are assembled primarily by register, within which they are arranged according to the ranking of the Civil Service Commission. It might at this point be noted that while the appointment or selection is made by the

[1] This clerk is also in charge of handling inquiries for publications.

[2] Part of time.

Philippine Government, in the taking of which action it is not bound by the civil-service rules, this office is often directed by the Philippine Government to make the selection. Under this authority the bureau makes the appointment of the eligibles that rank highest in the register from which the appointment is to be made.

Blue cards (cross references): On the blue cards are entered—

(*a*) Name of applicant eligible for appointment.

(*b*) Rating of Civil Service Commission.

(*c*) Reference to register (i. e., classification of position).

These cards are assembled in straight alphabetical order and constitute an index, by names, of all persons eligible for Philippine appointment. The foregoing index is merely a cross reference to the eligibility list which is maintained on the white cards.

Eligible list of Porto Rico.—The appointment work of this division for Porto Rico is confined almost entirely to the selection of teachers. For this class of employees no examination is held. The work of the division consists of the conduct of correspondence with applicants or prospective applicants for positions, to determine whether or not they comply with the educational and age qualifications and the reference of the correspondence and papers of eligibles to Porto Rico from time to time. The names of those applicants who have complied with the requirements of the Porto Rican service are entered upon cards, assembled in alphabetical order, which card index constitutes the eligibility list for Porto Rico.

Appointment records.—The appointment records are prepared by this section on cards 5 by 8 inches in dimensions, white cards being used for the Philippine service and yellow for the Porto Rican service. These cards are not prepared until the appointment has been made. The nature of the record furnished on these cards is indicated by the printed designations, which are arranged in the following form:

Record No. ——— Tendered. Salary.

$———.

Selected by ———————.

Cable / Letter } of

Appointed.	Oath.	To sail.	Orders.	Sailed.	Declined.	Remarks.

The file of appointment records is divided in the pending and closed divisions. The primary division of each is by register, within which the several cards are assembled alphabetically according to the name of the appointee. After an appointee has been notified of his appointment and accepted, and the appointment closed, the card is removed to the closed file. The appointment clerk prepares a monthly statement, addressed to the governor of the Philippine Islands, regarding the action taken by the bureau during the preceding months, which statement recites the names of those appointed to the Philippine service by register. This memorandum or notice is prepared in duplicate, a copy of which is retained in the record room of the bureau.

Preliminary to the appointment of teachers to the Philippine service, the bureau conducts confidential inquiries with reference to the applicants, who through examination have become eligible for appointment. These inquiries are directed to the references given by the applicant or to any other sources of

reliable information concerning the applicant. This phase of the work has been simplified greatly by the use of standard forms.

Reference of the examination papers of applicants for positions as teachers in the Philippine service is made to the Philippine Government, with the appointment of whom it is charged. For the information of this bureau and the representative of the Philippine Government (who is at present supervising the selection of teachers throughout the United States) an abstract of the examination papers of all eligibles for appointment is prepared in the following form:

Name and address:

Kind of examination and where taken:

Rating:

Born: Photo. Single or married and number of dependents:

Education: (Give schools attended and length of time at each; degrees, if any.)

Experience: (Not to be given in detail, but to include number of years, salary, and at what place.)

Will accept.

Vouchers: (Give occupation and address of voucher and all written in No. 16.)

Medical certificate: (Give name, address, and title of doctor, date of certificate, weight, height, and answer to No. 23.)

(Put initial in upper right-hand corner.)

IV. SCHEDULE OF EXHIBITS. (APPOINTMENT.)

The following forms are used in the conduct of correspondence, as outlined above, the purpose and disposition of which will for the most part be apparent on the face of the forms:

1. Letter of notification, transmittal, and inquiry.
2. Card records.
3. Inclosures.

1. *Letters of notification, transmittal, etc.*

(*a*) BIA 129. This form used in the conduct of confidential inquiries relative to applicants for Philippine teacher service and call for inclosure of BIA 91.

(*b*) BIA 134. Notifying applicant as to result of examination. Calls for inclosure BIA 135.

(*c*) BIA 136. Answer to information of inquiry re Philippine teaching service. Calls for inclosure BIA 2, O and A, and Goode article.

(*d*) BIA 137. Answer to general inquiry re Philippine civil service. Calls for inclosure of U. S. Manual, P. C. S. Rules. BIA 135.

(*e*) BIA 138. Answer to inquiry re Porto Rican teaching service. Calls for inclosures BIA 94, 96, and 105.

(*f*) Notice of appointment in Philippine Islands civil service. (Quadruplicates.

1. Original to be retained by appointee.
2. Contract copy to be signed and returned.
3. Copy for the auditor of the Philippine Islands.
4. Copy for the bureau of civil service records.

2. *Records.*

(*g*) Blue card. Eligibility list.

(*h*) White card. Eligibility list.

(*i*) Appointment card. Philippine Islands.

(*j*) Appointment card. Porto Rico.

3. *Inclosures.*

2. *Transportation work.*

The Correspondence and Administrative Division is charged with the administrative details involved in the arranging of transportation of appointees to and employees of the Philippine and Porto Rican Governments on commercial vessels, and transportation for employees of and appointees to the Philippine Civil Service on Army transports.

The advance of traveling expenses from the United States to the Philippines is made under the provisions of section 23 (E) and section 29 (a) of act No. 1698, which include the cost of transportation, subsistence, and lodging. Similar legal authority is provided for the advance of traveling expenses from United States to Porto Rico.

The administrative work assumed by the Bureau of Insular Affairs is performed under the regulations imposed by the Philippine Government, which eventually makes the reimbursement (if any is made) for all funds advanced.

The appointee to the Philippine Civil Service makes request of the Bureau of Insular Affairs for traveling expenses or for transportation. The appointment made by the Philippine Government is sufficient authority for the bureau to comply with this request, and, after the conduct of such correspondence as is necessary to fix the time of sailing and other details, the transportation clerk issues request for railroad and steamship transportation upon the general agent of such lines. These are forwarded to the person in whose favor they are drawn. Copies of such orders are furnished to the disbursing officer of the bureau.

The stub of request for railroad or steamship transportation which is retained by the bureau, is filled in by the transportation clerk and for each request shows the date the request was issued, the points to and from, the name of the steamer, and the date of sailing.

Similar procedure is followed with reference to the furnishing of transportation to employees of the Government from the Philippine Islands and for their return. Authority, however, must be had from the Philippine Government for such action by the bureau.

The initial request is made by the individual desiring transportation or an official of the Philippine Government acting for him.

A report is made monthly to the Governor General of the Philippine Islands, summarizing the action taken by the bureau in the arrangement of transportation for appointees to or employees of such islands. This report contains an itemized statement of the transportation orders, showing to whom issued, and classified according to nature of transportation such as:

(*a*) To appointees.

(*b*) To employees returning from leave.

(*c*) To Philippine transportation rate to steamship lines, for dependent members of families of Government employees.

(*d*) Philippine students, etc.

(*e*) United States Coast and Geodetic Survey.

Memorandum record of sailings is prepared by the transportation clerk, classified by ports. This shows the several steamships arranged in the order of their sailing, the names of the employees in whose favor request for transportation have been issued being listed under the respective steamships. This division furnishes advice to the general agent of the steamship lines, carrying insular employees, of the passengers to whom requests for transportation have been issued. These advices are forwarded several days before the sailing of the vessels on which transportation has been arranged.

The procedure with reference to the handling of requests for transportation to Porto Rico is similar to that with reference to the Philippine Islands.

Transportation by Army transports.—It is the practice of the War Department to cooperate with the Civil Government of the Philippine Islands in the furnishing of accommodations via transports, which are used primarily for the troops of the United States. Under the present practice, employees of and appointees to that service, and dependent members of their families, are entitled to transportation on such transports—if accommodations are available—on the payment of subsistence charged. Requests are made upon this office for such transportation, which requests are referred to clerk class 3, Miscellaneous Division, who in turn assembles such requests, and a sufficient length of time before the sailing of such transport (the transports sailing monthly from San Francisco) the requests are referred to the chief of the quartermaster corps.

Advice is furnished the general superintendent of the transport service of those who have been furnished with transport accommodations on the several steamships. He notifies the Bureau of Insular Affairs of those who do not sail, whose names are then transferred to the next list. It is estimated that 15 or 20 requests for transportation on Army transports are made each month.

As is obvious from the foregoing statement, this office is not charged with the administrative action in the matter of furnishing such transportation (other than to determine whether or not the person making application is within the group entitled to same) or the maintenance of records relating thereto. It merely refers the requests of those employees of the Civil Government (with which Government the bureau is concerned) to the branch of the War Department having charge of such transports.

3. *Cable work.*

The principal code used by this office is the War Department code of 1902. An important extension of this code was devised by the office, consisting of the supplement of 1909. The general scheme of this code (including the supplement thereto) might be described as follows:

The pages are numbered, the numbering being continuous, from 100 to 840. (The War Department code contains pages 100 to 840; and the supplement thereto 840 to 1073.[1]) Each page carries 100 words or phrases; to each phrase is assigned an identifying number—the numbering being continuous from 0 to 99, inclusive. In other words, the code carries 97,300 different phrases with identifying serial numbers from 10000 up to 107300.

With the foregoing as a basis, the artificial words are constructed as follows: A transmuting or translating table for the code is used which contains three-letter combinations, differing from each other by at least one letter. Each three-letter combination, the initial letter of which is always a consonant, represents a page of the War Department's code or supplement in that it is the equivalent of that identifying page number. To these three initial letters, which constitute the first three letters of the artificially constructed words, are added the two letters representing the code equivalent of the number identifying the specific words and phrases. In this way is constructed a five-letter artificial word.

Taking the phrase "Reply at once" as a hypothetical case for purposes of illustration, the clerk would refer to the above-mentioned code and supplement and locate the phrase in question (the English words and phrases being assembled in alphabetical order). The page on which this phrase is found, which we will assume to be 212, is identified by the three-letter combination CAC,

[1] The supplement, still in manuscript form, represents the equivalent of pages 840–1073, the several pages now carrying an irregular number of words and phrases.

described above. CAC will therefore constitute the initial letters of the artificially constructed code word. As indicated above, the words or phrases assembled on each page require an independent series of numbers ranging from 0 to 99, inclusive. We will assume that the phrase "Reply at once" is identified by the serial number 53. The code equivalent of 53 is found (by reference to the transmuting table) to be AM. AM will therefore constitute the final letter of the artificially constructed code word of five letters, the word being CACAM.

Economy in the work of cabling is the practice to combine two of these 5-letter words into one 10-letter word.

Supplement of 1909.—This supplement, representing an extension of the War Department code proper, was devised by the office under the direction of Mr. Zahn. As the limitations of the original code were discovered, single words and phrases found to be useful in the cabling work of this bureau were assembled, taking permanent final form in the supplement above mentioned.

In addition to the foregoing code and supplement, which constitute the basis of the cabling work, the division, under the direction of Mr. Zahn, has devised certain supplementary or additional codes which constitute important adjuncts to the principal code of this bureau.

Special five-letter code.—This code contains about 10,000 code words of five letters each. The several words constituting this code differ from each other by at least two letters. The words of the principal code differ from each other only by one letter. The general scheme of the artificially constructed words constituting this code differs from the principal code in that the initial letters of the special five-letter code words is always a vowel, whereas the initial letter of the principal code word is always a consonant.

The special five-letter code embraces primarily a class of words or phrases which under the principal code (the words of which differed from each other by but one letter) were liable to error in transmission and might not be detected in the course of deciphering. The days of the month, the numbers, etc., are of this class. The safeguard which this code provides grows out of the difference of each code word from every other code word by at least two letters. An error, therefore, of one letter, in the course of transmission, would not confuse the code word used with some other code word. An error in two of the five letters, resulting in some other code word, is very rare indeed.

Employees' code.—This code, as maintained at present, contains artificially constructed words of 10 letters each, identifying the names of employees of the classified service or who are eligible thereto, with which this bureau has jurisdiction. At the time an applicant, having passed an examination, is placed upon the eligible list by the appointment clerk of this bureau he is assigned a code word which becomes his fixed code word. The words constituting this code differ from each other in at least three letters and are so constructed that an error in transmission can be detected and corrected without reference to the code or requiring the service of the clerk in the work. This is accomplished by so alternating the consonants and vowels (the initial letter of each word being a consonant) that there is a progression of vowels and consonants.

An index to the identifying code words is kept on cards of standard size, 3 by 5 inches in dimension. On each card is assembled the name of the employee, or applicant eligible for appointment, and his code word. The cross-reference to this index containing the code words, with a reference to the name of the applicant or employee identified by such word, is at present kept in book form. Under the proposed procedure the cards containing the name and code word

will be made out in duplicate. One will be filed by reference to the name, the other by reference to the code word. The one operation will thus serve to prepare the card which will be used as the basis of enciphering and the deciphering.

Further aid to the cabling work consists of the adaptation of the Philippine Official Roster, United States Postal Guide, and the Official Postal and Telegraph Guide of Philippine Islands (as well as other official publications of less importance) to the cabling work. This is accomplished by assigning numbers to the towns, names, etc. (according to the nature of the publication), and using indicators (consisting of artificially constructed five-letter words) referring to the respective publications. An artificially constructed word of five letters makes up the indicator; an artificially constructed word of five letters identifies the number which in turn identifies the name. The two words are combined into one 10-letter word.

The bureau exchanges telegrams daily (including Sunday) with the Philippine Islands and Porto Rico and conducts such cable correspondence with Santo Domingo as occasion demands.

DISTRIBUTION OF CABLEGRAMS.

Incoming cables.—In the neighborhood of 10 copies of the deciphered incoming cablegrams are prepared by the code clerk. These are generally distributed as follows:

1. Secretary of War.
2. Office file.
3. Record room.
4. Chief of bureau.
5. Assistant chief.
6. Chief clerk.
7. Chief of division.
8. Appointment clerk.
9. Law officer (if affected).
10. Disbursing clerk (if affected).

Outgoing cables.—Four or five copies of the outgoing cablegrams are made—or more if necessary—which are generally distributed as follows:

1. Secretary of War.
2. Office file.
3. Record room.
4. Confirmation by mail.
5. Distributing clerk (if affected).

The code section, Administrative and Correspondence Division, consists of two clerks: One clerk, at $1,600 per annum, who is in charge of the work, and a clerk at $1,400 per annum.[1] It is important to note that the work of this section is so organized that during the seasons of its greatest activity a clerk of the office may be detailed to assist in the enciphering and deciphering of cablegrams.

5. *Publications.*

Requests for official publications relating to the possessions with which this bureau is concerned are referred to clerk class 3 (who is also charged with the furnishing of accommodations on Army transports). The bureau is con-

[1] Cost of this clerk's time is available for other work.

cerned in the distribution of both free and salable documents. The latter, however, are very limited in number. In the distribution of the free publications it has been the practice for the clerk (Mr. McKey) to indicate on the margin of request the documents to be furnished. Reference was then made of such requests to the distributing clerk, who complied with the request by sending forth the publication desired, stamped the request with the date of mailing, and placed the letter in a file in alphabetical order according to the name of the correspondent. A current inventory was kept of the documents on hand by the document clerk.

Under the centralization of the distribution of documents the procedure will be somewhat different, although it has not been definitely decided as to what practices will be observed. Inasmuch as the bureau will cover the distribution of its documents, requests in some form will be referred to the superintendent of documents and by him filled.

Distribution of salable documents.—The bureau maintains a small supply of salable documents—consisting chiefly of law books—which are sold by the bureau. The check or cash remittances therefor are retained by the clerk until the end of the month, at which time the Porto Rican remittances are indorsed and referred to the secretary of the Supreme Court (the only documents being sold for that document being the Supreme Court Reports) and the remittances for Philippine documents to the disbursing officer of the bureau, Mr. Ruan, who makes settlement therefor. The clerk in charge of this work obtains an inventory of the salable documents on hand, which is kept current from month to month, showing the quantity of salable documents on hand, number disposed of preceding month, sale price, and number on hand at close of month.

6. *Dispatch of correspondence.*

The mailing of outgoing correspondence is centralized for the officers of the bureau, which are located in the State, War, and Navy Building.

After the outgoing correspondence is prepared it is referred—with carbon copies and record cards attached—to the mailing clerk. He stamps the date of mailing on the carbon copies, assembles the inclosures, which are indicated by serial number shown in the lower left-hand corner of the last sheet (a supply of the inclosures which are used to any extent being kept in his desk), folds the letter, and places it with the necessary inclosures in envelopes which are sealed by the messenger.

Window envelopes are used as far as possible. A supply of envelopes with printed address is kept for the purchasing agent and other officers who conduct extended correspondence with the bureau.

It is the practice of the bureau to furnish the Philippine and Porto Rican Governments with copies of correspondence conducted by the bureau affecting such Governments. Agreeably to this practice the mailing clerk assembles such copies, which are dispatched according to the sailing of the vessels for either possession.

In the conduct of the appointment and transportation work and in the answering of general inquiries which are forwarded to the bureau use is made of standard forms to a large extent. These forms, as noted above, are obtained by the mailing clerk and assembled by him rather than by the clerk preparing the letter. It is estimated that the dispatching correspondence consumes one-third of the time of the mailing clerk, whose salary is $1,000 per annum. In addition to this work he is available for the performance of correspondence or such other routine work as may be assigned to him by the chief of the division.

V. SCHEDULE OF EXHIBITS. (TRANSPORTATION.)

The following forms are used in the conduct of transportation work, as outlined above, the purpose and disposition of which will, for the most part, be apparent on the face of the forms.

(*a*) BIA 111. Form used in writing the transportation agent with reference to steamship accommodations, request for which has been issued.

(*b*) BIA 113.

a. Letters of transmittal, inclosing orders for transportation with instructions as to their use. Issued to original appointee.

b. Similar form with slight modification which is used in a case of employee.

(*c*) BIA 109. Form letter written to auditor of the Philippine Islands as to transportation, request for which has been furnished.

(*d*) BIA 104. Forms of agreement inclosed are sent to applicants for transportation to be signed, and thus constituting his agreement relating to the transportation.

(*e*) Oath or affirmation of allegiance, Philippine service.

(*f*) Oath of allegiance and office, Porto Rican service.

(*g*) Request for railroad transportation to Philippine Islands.

(*h*) Request for steamship transportation to Philippine Islands.

(*i*) Certificate furnished dependent members of employee's family.

(*j*) Request for steamship transportation to Porto Rico.

(*k*) Instructions relative to traveling expenses from United States to Manila.

(*l*) Transportation circular.

Descriptive Statement of the Organization, Functions, and Methods of the Miscellaneous Division, Bureau of Insular Affairs, War Department.[1]

The work of the Miscellaneous Division, Bureau of Insular Affairs, is so diversified that it does not lend itself easily to classification. There is no definiteness to the program of its work. The primary function, however, is the compilation of reports. The name of the division was changed, by order of the chief of bureau, dated September 5, 1912, from the Translation and Compilation Division to Miscellaneous Division.

I. FUNCTIONS.

The work and functions of the Miscellaneous Division might be grouped under the following heads:

(*a*) Compilation of reports, etc.

(*b*) Maintenance of insular library.

(*c*) Translation of Spanish letters, documents, etc., as directed, and the regular review of Spanish newspaper publications (including translations incidental thereto).

(*d*) Review of Congressional Records, bills, hearings, etc.

(*e*) Maintenance of bureau supply and stationery room.

(*f*) Preparation of reports, papers, or other manuscript data.

(*g*) Miscellaneous.

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[1] This division occupies three rooms on the first floor, one room on the second floor, and one on the third floor of the annex of the Insular Bureau, 1800 F Street; two rooms in the subbasement of the State, War, and Navy building.

(c) Compilation of reports.

This phase of the work embraces the gathering from publications (reports, documents, hearings, etc.) of printed matter relating to the noncontiguous territory of the United States, including the investigation work necessary to the segregation of such matter, and the preparation of such segregated material for binding.

(b) Maintenance of insular library.

The library of the insular affairs is under the jurisdiction of this division. In the volumes of this library, most of which are compiled by the Miscellaneous Division, are assembled the official publications, as hereinafter described, relating to our insular possessions and other noncontiguous territory. The publications thus assembled cover a wide range of subjects. The following is a statement of the publications in the possession of the library September 4, 1912, classified according to the insular possessions and Territories affected:

Philippine Islands	392
Cuba	187 (*a*)
Porto Rico	93 (*b*)
China	4 (*c*)
General	215 (*d*)
Hawaii	26 (*e*)
Panama	40 (*f*)
Alaska	59 (*h*)
Total volumes	1,016

(c) Translation.

The Miscellaneous Division is charged with the translation of Spanish publications, as directed by the administrative offices of the bureau, and the regular or periodic review of Spanish publications (including the translation incidental thereto). A few documents and papers prepared in Spanish in the insular possessions are referred to this division for translation so that the necessary administrative action may be taken. Correspondence proper which is received by the bureau in Spanish is also referred to this division for translation. The miscellaneous official communications which are referred to this division for translation fluctuate somewhat in character. The volume thereof is very light. In addition to the translation of miscellaneous communications or documents, this division is charged with the review of Spanish newspapers and other publications published in the Philippine Islands, Porto Rico, and Cuba, in order to discover and segregate articles affecting the insular possessions. The digests of translations prepared by this division are usually made by the Record Division, to which such translations are referred for the office record.

(d) Maintenance of bureau supply and stationery room.

This division maintains the supply and stationery room for the Washington office of the bureau.

(e) Review of Congressional Records, bills, hearings, etc.

This division is charged with the examination of Congressional Records, bills, reports, hearings, etc. The purpose of this examination is to keep in touch with legislation and congressional debate, hearings, and inquiries affecting the insular possessions. Reference is made of such material to the administrative offices of the bureau for their review. Record of such material is prepared in the Record Division of the bureau. As a part of this work a file

is maintained of additional copies of all bills, documents, and reports affecting the Bureau of Insular Affairs, which are used for the distribution among the bureau officers and, in exceptional cases, to outside sources.

(*f*) *Preparation of reports, papers, or other manuscript data.*

This represents a phase of the administrative work of the bureau, of a miscellaneous and varied character, which is referred to it by the administrative officers of the bureau. It includes the preparation of sections of the annual and other reports, newspaper bulletins, working memoranda for officials, material for speeches, etc.

(*g*) *Miscellaneous.*

This embraces the custody of the records stored at 920 E Street, the supervision of the printing done for the bureau, the reading of proof incidental thereto, copy editing of publications issued, multigraphing office forms, form letters and circulars, supervision of the Cuban and other records (stored at 920–22 E Street NW.), and maintenance of what was formerly the document room, now being converted into a utility file room, etc.

II. METHODS.

(*a*) *Compilation of reports.*

The methods followed in this division in the compilation of reports, etc., may be described as follows:

The Bureau of Insular Affairs is on the mailing list of certain bureaus of the Government, through which it secures publications affecting the bureau. It also receives similar publications from the insular possessions. In addition, the Bureau of Insular Affairs is furnished, on its own requisition, two copies of the Congressional Record, bills, resolutions, etc. These publications are referred to the Miscellaneous Division. They represent the principal sources from which the material is segregated and the publications are compiled, as hereinafter described. The work of compilation embraces the following steps:

1. Classification of the documents for publication.
2. Repagination of documents assembled in each volume.
3. Preparation of table of contents for each volume.

The size of the volumes compiled ranges from 500 to 750 pages. Each volume contains as many documents as it can conveniently carry. The documents are classified by subject, and as far as possible in chronological order. This rule is departed from in some instances, as in the case of the publications of the Bureau of American Reports, which are compiled without reference as to subject, in volumes of convenient size, the several publications being assembled in chronological order. In the repagination of the contents of each volume the pagination of the first document is observed, the succeeding pages being renumbered by a stamping machine. The table of contents is prepared by typewriting process on thin sheets of paper, which are made to conform to the size of the documents assembled. The table of contents consists merely of a collection of the titles of the publications compiled in the order in which such documents appear in the volume with reference to the revised pagination.

(B) INSULAR LIBRARY.

The Miscellaneous Division is charged with the maintenance of the insular library. In this library are assembled volumes containing publications relating to the insular possessions and other noncontiguous territory with which the bureau is now or was at one time concerned. The volumes are in large measure compiled by the Miscellaneous Division.

The methods followed in that work have been discussed.

Indexes.—Indexes to the publications are kept on small cards, 3 by 5 inches in diameter. These consist of the (a) congressional index and (b) subject index. The former is an index of the House and Senate documents contained in the volumes of the library. The cards comprising this index contain a description of the documents with reference to the volumes of the library in which they are compiled. The cards are filed according to their respective numbers; in other words, in chronological order. The subject index is an alphabetical classification of the subject to which the publication relates. This index is also prepared on small cards, 3 by 5 inches in dimensions, which are arranged in alphabetical order according to the subject designations.

The indexes are "complete only as to numbers and titles of bound documents (including necessary cross references); it is being expanded as opportunity permits to include subordinate parts of documents whose subject is so different from the document title as to require a separate index card."

The foregoing indexes are added to from time to time, as additions are made to the library. The index cards are prepared by Mr. Wells (clerk, at $1,400).

Index to maps.—The library has secured a large number of maps relating to the insular possessions, which are filed in map drawers or on map rolls. The drawers and rolls bear identifying numbers. Reference to these numbers are carried on cards, 3 by 5 inches in dimensions, which contain a detailed description of the maps. This consists of the following items: Title, country, scale, compiled or made by, publisher, date of publication, date of receipt, filed in drawer No., map No., and number of sheets.

The library is under the charge of a clerk (class 1), who acts as librarian. Her work as such consumes very little time, and she is used as a utility clerk in the division.

(*c*) *Translation of Spanish publications, etc.*

The Miscellaneous Division maintains a group of four translators, to whom are referred all miscellaneous official communications, and such other matter as the chief of the bureau may direct. In addition to the miscellaneous translation, which at this time is very light, one or more of this group is assigned to the examination of the leading Spanish newspapers published in the Philippine Islands, Porto Rico, and Cuba, which the bureau receives regularly. Some of these publications are unimportant, and are referred, with little or no examination, to the file of Spanish publications, as hereinafter described. Others are scanned or hurriedly perused, while the third group, consisting of the more important publications, are rather carefully reviewed. The following is a statement of the insular periodicals now currently received:

PORTO RICO.

Spanish monthly: Borinquen.

Spanish weekly: El Estado, Porto Rico Ilustrado, Grafico, Pica-Pica.

English-Spanish weekly: Porto Rico Review, Porto Rico Progress, Observer.

Spanish daily: La Correspondencia, El Dia, Boletin Mercantil de Puerto Rico, La Democracia, Heraldo Español, Gaceta Oficial.

English-Spanish daily: El Tiempo.

CUBA.

Spanish monthly: Cuba.

Spanish daily: Diario de la Marina, Gaceta Oficial.

English-Spanish daily: La Lucha.

PHILIPPINE ISLANDS.

Spanish monthly: Boletin Oficial, Boletin de la Camara de Comercio Filipina, Philippine Intersland Journal and Mercantile Directory.

Spanish-English monthly: Philippine Director.

English monthly: Agriculturist and Forester (Phil.), Philippine Education, Agricultural Review, College Folio, Philippine Monthly, Far Eastern Review.

English bimonthly: Journal of Science (also Spanish edition); (each edition in four parts or sections).

Spanish-English weekly: Phil. Free Press, Proteccionismo, Official Gazette.

English weekly: Mindanao Herald, Manila Times.

Spanish daily: El Mercantil, La Democracia, La Vanguardia, El Comercio (Manila).

Spanish-English daily: Iloilo Enterprise Press.

Tagalog daily: Teliba.

English daily: Cebu Chronicle, Manila Daily Times.

Cable news: American (daily) (English).

Irregular English: Teachers' Assembly Herald. (During vacation period.)

MISCELLANEOUS.

Spanish monthly: La Hacienda.

English weekly: National Review.

English daily: Journal of Commerce, New York.
New York Sun (subscribed for by bureau).
New York Tribune (subscribed for by bureau).
New York Herald (subscribed for by bureau).
Washington Post (subscribed for by bureau).
Pacific Commercial Advertiser, Honolulu.

At the present time the following employees (styled translators) are available for the above work: H. F. Worley (class 4, $1,800), Frank Joaninni (class 4, $1,800), Jose Macins (class 1, $1,200), Mrs. O. L. Beckwith (class 1, $1,200).

It is estimated that the volume of Spanish publications to be reviewed and translated would require less than the time of one translator if the work were evenly distributed over the entire year. Inasmuch as the volume of this work fluctuates considerably, requiring at different times (especially at the receipt of the Cuban mails) the services of more than one translator; several translators are retained for this work, all of whom are available for other work during the greater part of their time.

The chief of the division reported that the work of translation of Spanish publications is not as heavy as earlier in the history of the bureau. This is due to the fact that when the occupation of insular possessions (over which this bureau has jurisdiction) was undertaken there was an accumulation of Spanish reports, documents, codes, etc., of vital interest to the bureau, which required translation into English. This work has been completed, and the translation which now devolves upon the division represents the current work.

File of newspapers.—The Miscellaneous Division maintains a file of periodicals published in the Philippines, Porto Rico, and Cuba which are received by the bureau, including those published in English or Spanish, or both. These are kept in improvised filing cabinets, containing shelves bearing the newspaper designation. The papers are arranged in chronological order.

It was formerly the practice to retain the papers for only six months, after which they were referred to the Congressional Library. The office contemplates changing this practice and maintaining a permanent file of the Spanish newspapers.

(*d*) *Review of Congressional Records, etc.*

As already indicated, the Bureau of Insular Affairs is furnished two copies of the Congressional Records, bills, hearings, etc., which are referred to this division upon their receipt. These are read by titles, enabling the inspector or reader to discard those reports which in no wise pertain to the Bureau of Insular Affairs. Those publications which relate to the bureau or any phase of insular affairs are immediately referred to the chief of the bureau or his assistant. The balance of the reports are referred to the War Department (general supply depot), which makes its own discards of publications which it does not care to retain. This office is also on the mailing list of those bureaus of the United States and Insular Governments whose publications may have reference to the work of the bureau.

The work of reviewing the foregoing publications is connected with the compilation work, inasmuch as it enables the division to keep in touch with the documents affecting the bureau which are published from time to time under the direction of Congress. In conjunction with this work this division keeps a supply in pamphlet form of laws (general legislation, appropriation acts, documents, etc.) for distribution throughout the office. These are kept on file in a large cabinet, with compartments which are classified according to the nature of the publications filed.

(*e*) *Maintenance of bureau supply and stationery room.*

The bureau maintains a supply and stationery room independent of the central supply depot of the War Department on which it requisitions its supplies. The forms used and the procedure followed in the requisitioning of supplies from the central supply depot of the War Department for the supply room of this bureau and in requisitioning supplies from this room by the sections of the bureau, have been described in the descriptive statement of the accounting system. (Forms are attached as exhibits.) The former (requisitions by the bureau on the central supply room) are press copied in a bound press-copy book. The latter when filled are filed, classified according to the divisions from which the requisitions emanate.

Stock or inventory records of supplies received (from the central depot) and disbursed (to the bureau) are not kept.

(*f*) *Miscellaneous.*

Other miscellaneous work devolving upon this division might be classified as follows:

A. Supervision of storeroom containing Cuban and other records.

B. Copy editing and supervision of printing and proof reading incidental thereto.

C. Maintenance of photographic file.

D. Details of clerks to other divisions of the bureau to duty with insular officials in Washington on duty.

E. Multigraph work.

F. Maintenance of document or file room.

A. *Supervision of storeroom containing Cuban and other records.*

The Bureau of Insular Affairs, Department of War, rents a room for storage purposes from the Merchants Transfer Co., located at 920–922 E Street NW. The building is reputed to be fireproof. The room is on the fifth floor. The annual rental thereof is $1,500.

Dimensions: The dimensions of this room are 90 by 36 by 10.

Material stored: The material stored in this room by the Bureau of Insular Affairs consists of (*a*) reserve stock of printed documents, etc., published by and at the expense of the Insular Government. These documents, in the distribution of which the Bureau of Insular Affairs acts as the agent of the Insular

Government, do not come within the purview of the act centralizing the distribution of the documents and hence their custody will still remain in the Bureau of Insular Affairs. The volume of this class of documents stored is very light; (*b*) records (practically all of which are in manuscript) of Cuba, consisting of the records of the several departments of the Government—i. e., customs, auditor, etc.—during the military occupation of that island, and of the Philippines, consisting of insurgent records recovered at the time of the military occupation of those islands; (*c*) miscellaneous manuscript records, such as original reports furnished the statistical accounting section and the Division of Commerial Statistics, etc.; and (*d*) miscellaneous printed documents, etc.

The documents and records described above under (*b*) represent two-thirds of all the material stored in this room. It is important to note that over half of class (*b*) has, by the Bureau of Insular Affairs, been segregated as material of historical value only and its destruction recommended to Congress. Owing to some objection raised by the Librarian of Congress, authority to destroy was not secured.

Equipment.—This room is equipped with a large number of improvised filing cabinets and shelves, aggregating 140 in number, in which the records described under (b) were forwarded to the Bureau of Insular Affairs by the insular government affected. Fifty of these cases, which are arranged along the west wall of the room, are 3 feet 2 inches by 2 feet 3 inches in dimensions (with the ordinary depth of filing cabinets). About 65, arranged in rows, of which there are 6 or 7, are located in the northeast corner of the room. These boxes are 3 feet by 4 feet in dimensions (with the ordinary depth of filing cabinets, about 10 inches).

The Philippine insurgent records occupy shelves on the east side of the room which would be the equivalent of 11 or 12 boxes 3 feet by 4 feet by 10 inches.

In addition to the foregoing equipment the room contains four or five up-to-date filing cabinets (globe, etc.) containing manuscript records similar to those above described.

It is estimated that the filing equipment (consisting of filing cases, shelves, boxes, etc.), satisfactorily arranged, could be stored in one-third of the space afforded by this room. This estimate provides for a reasonable accession which might be made in the course of the next year or two. If the material segregated and designated as "valuable for historical records" were disposed of, agreeably to the recommendation of the Bureau of Insular Affairs, the balance could be conveniently stored in one-sixth of the space afforded by this room.

The estimates of appropriations for 1912–13 indicate that the annual rental of $1,500 covers a part of the office on the first floor. The part of the office used by the Bureau of Insular Affairs on the first floor embraces a space about 4 feet long by 10 inches wide, on which is placed a filing cabinet containing 20 or 25 drawers in which are filed certain index records to the documents kept and handled by the Auditor of Cuba during military occupation. In other words, the rental of $1,500 is for the room on the fifth floor above described.

No one is maintained at the storeroom owing to the fact that the records are seldom called for. Whenever a document or record is desired a clerk of the Miscellaneous Division (generally Mr. Macias, who is familiar with the records) is detailed to procure such records.

B. *Copy editing and supervision of printing and proof reading incidental thereto.*

The work involved in the supervision of printing for the bureau, which is of more or less routine nature, fluctuates considerably according to the volume of publications to be printed. In the case of more important publications, such as compilation of laws, etc., the division proof reads sheets of the printer. The chief of this division estimated that during the past two years the entire time of one clerk had been consumed in this work.

C. *Maintenance of photographic file.*

A file is kept of photographs of important people, places, and various things of interest in the Philippine Islands. Demand is made for these by societies throughout the country, magazines, etc. An index of the subjects to which the pictures relate is kept. The work involved in keeping this file is almost negligible. It is under the supervision of a clerk at $1,200 (Mrs. Beckwith).

D. *Details of clerks to other divisions of the bureau to duty with insular officials in Washington on duty.*

Despite the fact that this division has no clerks who are primarily engaged in stenographic or typewriting work, there are several clerks available for such assignment, and on emergency perform such services for the administrative officers who are located in this building.

E. *Multigraph work.*

This work is very [illegible] consisting of the multigraphing of office forms, form letters, and circulars. In the handling of the large volume of inquiries the bureau has standardized the use of forms. The clerk in charge of this work is available for other work during the greater part of his time.

F. *Maintenance of documents and file room.*

The United States documents were surrendered to the superintendent of documents; the [illegible] document room is now used for the custody of the official public [illegible] in Washington, Manila, San Juan, and Hawaii; the acts of Philippine [illegible] civil and military orders, etc. Part of the salable volumes, in the distribution of which the bureau [illegible] as the agent of the insular governments, is kept here.

III. ORGANIZATION AND PERSONNEL.

The Miscellaneous Division is immediately under the direction and supervision of a clerk, whose bureau designation is "Chief of Division." His compensation is $1,800 per annum. He reports to the chief clerk of the bureau.

The following is a statement of the personnel of this division, which consists of 15 clerks, showing the salary expense thereof and the subject to which their work chiefly relates:

Name.	Subject.	Class.	Salary.
1. Mr. Woolson	Supervision	IV	$1,800
2. Mr. Wilcox	Review of English publications	IV	1,800
3. Mr. Speelman	Copy editing, compiling, research, etc.	IV	1,800
4. Mr. Woodley	Compiling and translating	IV	1,800
5. Mr. Joannini	Compiling and translating; also stenographer	IV	1,800
6. Mr. Wells	Compiling and utility	II	1,400
7. Mr. Macias	Compiling and translating	I	1,200
8. Mr. Quigley	Compiling and utility	I	1,200
9. Mr. Singleton	In charge of former document room	I	1,200
10. Mrs. Coles	Librarian and utility	I	1,200
11. Mrs. Beckwith	Translating and compiling	I	1,200
12. Mr. Benson	Property clerk	I	1,200
13. Mr. Piburn	Utility		1,000
14. Mr. Ebdell	Stenographic—superintendent of Philippine students.		1,000
15. Mr. Faulkner	Compiling and utility		1,000
16. Mr. Cole	Multigraphing and utility		1,200
			21,800

[1] Reported as not belonging to this division, although having his desk in the offices, and doing related work.

[2] Temporarily detailed to Correspondence and Administrative.

Descriptive Statement of the Organization, Functions, and Methods of the Record Division, Bureau of Insular Affairs, War Department.[1]

The work of recording and filing correspondence is centralized in the Record Division, where the general correspondence records and files of the bureau are maintained.

I. ORGANIZATION AND PERSONNEL.

The Record Division is immediately under the direction and supervision of a clerk whose bureau designation is "Chief of division." His compensation is $1,800 per annum. He reports to the chief clerk of the bureau. The following is a statement of the personnel of the division, which consists of 11 clerks and 1 messenger, showing the salary expense thereof:

	Number.	Salary.	Total.
Clerk, class 4 (chief of division)	1	$1,800	$1,800
Clerks, class 2	2	1,400	2,800
Clerks, class 1	3	1,200	3,600
Clerks, class 3	5	1,000	5,000
Messenger	1	720	720
	12	.....	13,920

II. WORK AND FUNCTIONS.

The work of this division, which is primarily that of the Recording and Filing Division, might be classified as follows: (1) Indexing incoming and outgoing correspondence; (2) recording incoming and outgoing correspondence; (3) filing of correspondence (incoming and outgoing); (4) preparation of bureau's pay roll; (5) keeping time records for bureau.

The filing of incoming correspondence aggregates in the neighborhood of 50,000 communications annually. This might be classified as follows:

Personal records (relating to appointment, transportation, etc.)	25,000
Miscellaneous and administrative	25,000

The incoming correspondence with reference to the form in which it is received may be classified as follows:

Miscellaneous letters	40,000
Cables and telegrams	6,000
Printed reports, circulars, and newspapers	4,000

III. METHODS OR PROCEDURE.

As indicated, the incoming correspondence passes through the Administrative and Correspondence Division, where it is opened by a messenger and the date of receipt stamped thereon. It is then referred to the chief clerk for review. The correspondence of the bureau, other than requests for publications, is referred to the Record Division before action is taken thereon, in order that the record cards, hereinafter described, and the original papers may be attached to the incoming correspondence. The procedure is as follows:

The incoming correspondence is placed upon the desk of the chief of division, who hurriedly examines it and segregates the communications of unusual im-

[1] Occupies room No. 247 of the State, War, and Navy Building.

portance. These he handles personally or refers them to a clerk who is engaged in supervisory work. The balance of the correspondence is referred to a messenger of the division who searches the files for the record cards and papers. The work of assembling the record cards involves the examination of the subject index, hereinafter described, to determine whether or not there are any previous papers in the case. The record cards and original papers (both being identified by the same file number) are procured, at which time the incoming correspondence is entered on the record card and indexed where necessary, and all incoming correspondence with the exception of the communications requiring immediate attention is handled by the Record Division before being acted upon by the bureau.

A charge slip is prepared for each case withdrawn on which the identifying file number and the name of the division or clerk to whom the papers are referred are entered, except when disposition is shown by the record cards.

After the correspondence has been acted upon and the reply letter dispatched the record card and original papers, including the incoming communication and the carbon copy of the related reply letter, are returned to the Record Division for the necessary recording (outgoing correspondence) and filing.

The foregoing brief statement describes the channel through which the correspondence generally passes before this division completes its record of correspondence. Such procedure, however, is departed from as occasion demands. It was observed, for instance, that the clerks of the Correspondence and Administration Division freely consulted the files in person and removed therefrom record cards and papers relating to cases they were handling.

1. *Indexing.*—In conjunction with the arbitrary numerical filing system of this bureau a general index of subjects, alphabetically assembled, is kept. For this purpose a series of progressive numbers is used. To each case is assigned a number—the assignment thereof being accidental according to the receipt of the first communication of the case—which determines its location in the files. A subject once indexed (that is, allotted a separate number) serves for all subsequent communications on that subject.

The subjects of the cases are indexed on thin cards 3¼ by 8 inches in dimension. These cards are assembled in alphabetical order according to the names of the individual or subject and constitute the general index to the files.

The "case" constitutes the basis unit of the file, embracing all correspondence—incoming and outgoing—relating to a given subject. The term "subject," as used here, refers to subject matter (i. e., administrative or miscellaneous subject) or name (of personnel concerning whom the correspondence is conducted). In other words, the indexing falls into two well-defined groups or classes: (*a*) Personnel, (*b*) subject.

No segregation, however, is made of the two subjects, one series of numbers serving for the entire correspondence of the bureau. An examination of 1,000 index cards disclosed that 425 were indexes to the personal or personnel records and papers; that is, indexes of applicants for, appointees to, or employees of, the insular service. In addition, there were a large number of cards carrying cross reference to such personal records. These were filed under the names of individuals making inquiries about, or recommendations of, the individuals indexed. It is estimated that at least one-half of the volume of indexing relates to personnel.

Summary and cross-reference index card.—In order to render accessible all the cases relating to one subject it is the practice to prepare summary or consolidated index cards, in addition to which an elaborate system of cross indexing is maintained. The consolidated index card is an index to a general or primary subject, such primary subject being subdivided into secondary subjects, to each of which is assigned a distinct case. On such consolidated index card, which

is placed in the files according to the designation of the primary subject, the several secondary subjects, with their identifying case numbers, are assembled. To illustrate, the Philippine Railway Co. has a consolidated or summary index card, on which are assembled 14 secondary subjects, among which are the following:

	Record No.
General record	14221
Personnel of	15058
Accounts of (audit, etc.)	16502
Land for right of way	15800
Inspection and test of material for work	15293
For loan of money	17091
Free entry of material for	1596

To the several secondary subjects cross references would be carried under the appropriate headings.

Filing index cards.—Index cards are filed under the alphabetical designation of names or subjects. The filing equipment used for this purpose consists of wooden file boxes the size of which is designed to accommodate cards 3¼ by 8 inches in dimensions. The total equipment consists of about 70 boxes, which are arranged along the south wall of the room. Each box will conveniently carry 2,000 cards—the present contents ranging from 1,000 to 1,500 cards.

Equipment.—The filing equipment used for the indexes consists of 70 small document filing boxes. The indexes cover 14 years' operations of the bureau.

2. *Recording.*—According to the practice which prevails in this division, each communication, incoming or outgoing, is recorded on thin cards, 3½ by 8 inches in dimensions. The record, which is typewritten, contains the following items: (1) Filing number (entered but once for each case). (2) Date of the letter. (3) Name of the correspondent (to whom addressed, or from whom received). (4) An abstract of the subject matter of the letter. (5) Number of the inclosures. (6) Date received and to whom charged.

The "abstract" is a very comprehensive digest of the subject matter of the communication, varying in size according to the nature of the communication. A large number of individual case records were examined (aggregating in the neighborhood of 40 or 50) and compared with the original papers on file. In the case of short communications (from 40 to 100 words) it was found that the abstract contained almost as many words as the communication itself (due, of course, to the fact that communications of such brevity are susceptible of little abbreviation); in some instances it was practically a duplicated record. In the case of longer communications the abstract was prepared in more condensed form. The digests or abstracts were invariably found to be well thought out and constructed, presenting a reliable and accurate analysis of the subject matter recorded.

The records are divided into groups similar to the indexes, namely, personal or personnel records and subject records. No physical segregation or division is made, however. The records of the first class, personal records, consist of what they purport to be—records of incoming and outgoing correspondence relating to applicants for or employees of the insular service. The subject records, however, embrace not only the record of correspondence received relating to a given subject, but also digests of data not received in the form of correspondence proper. This represents, for the most part, action taken outside of the bureau relating to such subjects. Such, for instance, might be a criticism of the foreign policy with reference to a certain phase of administration, or legislation by either the United States Government or the insular government on a particular subject. The original papers from which such

matter is incorporated into the correspondence records are generally retained in the files of the office.

Congressional Record, documents, etc.; Spanish and English newspapers.—The foregoing represents a portion of the extraneous matter which is incorporated into the subject record. Under the present practice this emanates from the Miscellaneous Division. The procedure of that division in the review of the Congressional Record and other public documents, with the newspapers, printed in Spanish and English, published in our insular possessions, and a few of the leading newspaper organs of America, has been considered. The matter which is excerpted or prepared in that division is referred to the division, digested, and made a part of the appropriate subject record.

It is estimated that the volume of this extraneous material recorded would not exceed an eighth of the whole volume.

The communications are recorded in chronological order and the record furnishes or represents a history of the case. Both sides of the record cards are used. The cards used in the recording of a case vary greatly according to the volume of correspondence on the subject thereof. The cards constituting the record in a case are assembled in chronological order, each card being pasted to the preceding card on the upper margin. When the cards of a case—the record of a case—become unwieldy another part or section is begun, and a summary or consolidated record of the preceding section is prepared and prefixed thereto.

Filing record cards.—Record cards are filed in serial numerical order in document file boxes, each box carrying as many cards as it can conveniently carry. These boxes are of the same character as the index file boxes referred to herein. As indicated, when a record card is withdrawn from the files a charge slip is made out and placed in a basket in lieu thereof.

3. *Filing (original documents).*—Method of filing:

As already indicated, the record cards and original papers or documents (both being identified by the same serial number) are filed on an arbitrary numerical basis. The method of assigning the arbitrary number has been discussed at length. The actual operation of placing the papers in the file is very simple, the file (record or document) being arranged in serial numerical order.

Each case has an independent series of numbers, identifying its inclosures and showing their relative position within the case. The term "inclosure" is used to embrace an incoming communication or document with the related reply-letter communication.

Equipment: The record room is equipped with wooden stacks containing standard size document filing boxes. The stocks containing the document boxes are arranged along the northeast and south walls, extending to the ceiling, which is about 15 feet high. With the assistance of a pole, all boxes are made available for filing purposes. The document stacks contain in the neighborhood of 1,300 wooden boxes.

The documents are folded in jacket or document form 3½ by 8 inches in dimensions. The file number—the papers being filed in numerical order—is inserted at the top of the fold. The papers are filed vertically; that is, standing on end. It has been noted that the original documents of the cases take the same identifying numbers as the records thereof, so that reference is a direction to the other.

Index to files: The general files indexed have been described under the subject "indexing."

Consultation of files: Documents may be withdrawn by any of the bureau's personnel. No record or charge of such withdrawal is placed in the files. A memorandum charge slip, however, showing the file removed and the person to whom charged, is placed in a basket awaiting the return of the papers.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE SURGEON GENERAL.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE SURGEON GENERAL.

I. Introduction.

The Office of the Surgeon General of the Army is made up of five divisions, as follows:

Record, Correspondence, and Examining Division.
Supply Division.
Sanitary Division.
Personnel Division.
Museum and Library Division.

The location, organization, and work of each of these divisions are described in Section II of this report. The critical comments of the commission and constructive suggestions are set forth in Section III, which follows. Briefly stated, the recommendations of the commission are:

RELATING TO THE RECORD, CORRESPONDENCE, AND EXAMINING DIVISION.

1. That the preparation and maintenance of record and index cards be discontinued and the method of filing correspondence be changed.
2. That the preparation of longhand drafts of outgoing communications be discontinued.
3. That the editing of mail as the special function of a clerk be discontinued.

RELATING TO THE SUPPLY DIVISION.

1. That the recording of requisitions and correspondence on record cards be discontinued and that the method of filing same be changed.
2. That press copying of letters be discontinued, and that form letters be used for certain correspondence.
3. That the two sections of the Supply Division be consolidated.

RELATING TO THE SANITARY DIVISION.

1. That modern mechanical machines be used for the compilation of statistics.

RELATING TO THE PERSONNEL DIVISION.

1. That the further maintenance of personnel records of active officers of the Medical Department be discontinued.

2. That the monthly return to The Adjutant General of officers' personnel as now made be discontinued.

3. That the checking of bimonthly post returns of enlisted men be partially discontinued.

The saving which it is thought may be effected by making these changes is $19,150, as shown in this report, by schedule of present and proposed organization of divisions affected.

SECTION II. DESCRIPTION OF THE LOCATION, WORK, METHODS, ORGANIZATION, AND SALARY EXPENSE OF THE SEVERAL DIVISIONS OF THE OFFICE.

In this, the descriptive portion of the report, the location, work, methods, organization, and salary expense of each of the several divisions of the office of Surgeon General is discussed and in the order shown:

1. Record, Correspondence, and Examining Division.
2. Supply Division.
3. Sanitary Division.
4. Personnel Division.
5. Museum and Library Division.

The critical comments and constructive recommendations follow in Section III.

RECORD, CORRESPONDENCE, AND EXAMINING DIVISION.

LOCATION.

The Record, Correspondence, and Examining Division, and the files in its custody, occupy five rooms on the third floor and two rooms on the fifth floor of the State, War, and Navy Building, and also occupies space in the Army Medical Building, located at Seventh and B Streets SW. These rooms are Nos. 330, 332, 333, 334, 335, 337, 517, and 519, and are occupied as follows:

Room 330	10 clerks.
Room 332	5 clerks.
Room 333	5 clerks.
Room 334	Surgeon General's Office.
Room 335	4 clerks.
Room 337	3 clerks.
Room 517	
Room 519	
Army Medical Museum Building	7 clerks.
Total	34

FUNCTIONS AND WORK.

The Record, Correspondence, and Examining Division consists of three sections, viz, record section, correspondence section, and examining section, the work of these different sections being briefly as follows:

Record section.—Indexing, recording, and filing certain correspondence of the Surgeon General's Office.

Correspondence section.—General correspondence and general miscellaneous and administrative work, also special work in connection with construction and repair of hospital buildings, etc.

Examining section.—Examining returns of medical property, and examining and recording disbursing accounts and keeping records of appropriations, etc.

WORK OF RECORD SECTION.

The work of this section consists in the indexing, recording, and filing of certain of the correspondence of the Surgeon General's Office. Of the approximate number of 140,000 communications received annually in the Office of the Surgeon General about 35,000 of such communications are indexed, recorded, and filed in this section. The functions of the clerks in this section are mainly as follows:

(*a*) *Indexing.*—The giving of received communications or carbon copies of outgoing communications a file number, and if same relate to new subjects or names not previously indexed, the making out of an index card, together with any additional cross index cards considered necessary.

(*b*) *Recording.*—Making notation of communication on a relevant record card.

(*c*) *Filing.*—Filing index cards under their alphabetical arrangement of subject, sub-subject, or name in index files; filing record cards by serial number in record card files; and filing received communications, or carbon copies of outgoing communications, folded, in document files by serial number, this number being the same as that of related record cards.

METHODS AND PROCEDURE.

The correspondence that is to be ultimately filed in the files of this division comes to the clerks in the record section, who examine same and search index files to see whether there is any record card of previous correspondence on the same subject. These indexes consist of index cards arranged alphabetically under subject, subsubject, or name, and refer by file numbers to record cards which are filed in record card files and previous papers which are filed under the same

serial file numbers, but in separate files, known as the document files. If upon searching the indexes it is found that correspondence pertains to a subject on which there has been previous correspondence, the record card is abstracted from the files and a brief notation and purport of received communication is typewritten thereon, and received communication with its relevant record card is then sent to the proper division or person for attention. If, however, a received communication is a new case—i. e., if indexes show that there has been no previous correspondence about matter contained therein—a record card is made out and given a serial file number, this record card containing a brief purport of received communication. In addition to this a general index card, together with as many cross-reference cards as may be considered necessary to fully index such received communication, are made out and filed under alphabetical designation of subject. subsubject, or name in index files. The record card is then sent with received communication to the proper division or person charged with its attention. When a record card is taken out of files to be sent to a division or person for reference or notation purposes, a charge card is made out and filed in numerical place of such record card. This charge card shows person or division to whom record card has been sent, and when such record card is returned to the files charge card is abstracted and destroyed.

Received communications of a prior case after being duly recorded on record cards are given a sequence notation, either alphabetical or numerical, which shows the sequence of the communication on record card and in document files. When a letter which has been recorded in this section has received proper attention, the same is returned to this section and filed in document files under its given file number, and its related record card (on which has been typewritten a copy of reply or a notation of attention) is also returned to record-card files, being filed in the order of its file number. A copy of outgoing communication is typewritten on record card, or a notation of action taken is noted thereon, so that the record card of a subject contains a history or copy, in a more or less condensed form, of correspondence.

In this section there is an approximate number of 25,000 new record and index cards made annually in recording and indexing correspondence. A schedule of the clerks engaged in the section is shown under organization and salary expense of this division.

WORK OF CORRESPONDENCE (ADMINISTRATIVE) SECTION.

The correspondence section occupies room 332 and part of room 330 and also space in the Army Medical Museum at Seventh and B Streets SW. While this section is designated as the correspondence section, correspondence forms only a comparatively small part of the

whole work pertaining to the section. The main work of the correspondence section is as follows:

1. Administrative work, and miscellaneous clerical work common to the office of the Surgeon General.

2. Typewriting work, principally making copies of outgoing communications on record cards, and making needed copies of letters and papers and writing letters from prepared drafts.

3. Stenographic and correspondence work.

4. Special work in the construction and repair of hospitals, being practically architectural work.

5. The filling of requisitions for blanks and publications for the Surgeon General's Office and the Medical Corps at large, and the mailing of current medical and scientific periodicals to certain officers of the corps.

METHODS AND PROCEDURE.

1. *Administrative and miscellaneous work.*—The chief clerk is located in this section, and is in charge of general work of an administrative nature. All mail is received in this section and is opened by certain clerks therein, and sent to the record section, or direct to other divisions. The incoming mail received in this section comprises all of the mail of the office of the Surgeon General, and is approximately as follows:

Class.	Number.
Personnel	31,000
Medical property	25,000
Artificial limbs and trusses	4,000
Circulating library and blanks	12,000
Report, age, nativity, etc	3,300
Medical and surgical reports	7,300
Hospital fund statements	2,500
Hospital Corps returns, bimonthly	1,300
Construction and repair of hospital and quarters, sergeants, First Hospital Corps	3,300
Salary reports	2,400
Sick and wounded returns	2,700
Purchase and issue medical supplies	12,000
Miscellaneous letters	33,200
Total	140,000

This mail is opened by three clerks, the morning mail usually being opened before 9 a. m. There are two clerks of this section engaged upon miscellaneous work, which is mainly as follows: Issuing permits to destitute patients in Washington for entrance to Providence Hospital, forwarding blank applications, and issuing permits for entrance to the Army and Navy Hospital, Hot Springs, Ark., auditing

statements of hospital funds, keeping time records of the office employees, examining pay rolls of the office and field force, reading and marking the Congressional Record each morning, examining and filing House and Senate bills, and other miscellaneous work of a general nature.

There is also one clerk in this section who acts as storekeeper for the office, issuing office stationery and blanks upon requisitions and making requisitions upon the Government Printing Office for replenishing supplies. There are approximately 100 requisitions made each month for office supplies.

2. *Typewriting work, etc.*—All outgoing communications except in stereotyped routine cases, are copied in full on relative record cards. This work, together with making copies of letters or papers, occupies the time of two clerks of this section, and part of the time of the clerks engaged in stenographic work.

3. *Stenographic and correspondence work.*—The stenographic and correspondence work of this division consists of the dictation from the Surgeon General and the typewriting of letters from pen drafts of the Examining Division and miscellaneous copying. There are three clerks engaged in this work, one of whom is a clerk detailed from the Sanitary Division to fill a vacancy in this division. The work of dictation is usually taken care of by one clerk, one other being engaged chiefly in copying, and the other chiefly engaged in editing the outgoing mail of this division. Carbon copies are made of outgoing letters, the practice of making press copies having recently been discontinued by official order.

4. *Special work in the construction and repair of hospitals.*—This work consists in the preparation of plans, specifications, and blue prints for construction, alteration, and repair of military hospitals and adjuncts, and the supervision and adjusting of all estimates for repairs, etc., to the various buildings coming under the supervision of the Surgeon General, and in addition to this charts and maps are made of microscopical, pathological, and bacteriological specimens. There are four clerks now engaged in this work, who are located in the Army Medical Museum Building, three of such clerks performing the work of architectural draftsmen, the particular work upon which they are engaged requiring a knowledge of the art of architecture and the specific requirements of modern hospitals.

5. *Filling requisitions for blanks and publications for the Medical Corps at large.*—There are three clerks attached to this division, who are located in the Army Medical Museum Building, and these clerks take care of the work incidental to issuing of blanks, publications, and periodicals to the Medical Corps at large, and also mailing current books and periodicals of a medical and scientific nature received by the Surgeon General to certain officers of the Army Medical Corps.

Requisitions for blanks are not recorded, being filed in document files by an office serial number, and indexed chronologically in a book. An approximate number of 1,300 requisitions are received and filled annually.

WORK OF EXAMINING SECTION.

The work of this section consists of the examination of claims, the keeping of records of public funds under administrative control of the Surgeon General, examining and recording disbursing officers' accounts and conducting correspondence relative thereto, and the examination of returns of medical property rendered by the various medical officers of the Army. There are about 500 such returns examined in this section annually. No correspondence is recorded or filed in this section, all correspondence being recorded and filed in the record section of this division, including all vouchers, bills, etc. Correspondence is drafted by the clerks in this division in longhand and copied by typists in the record section. There are 11 clerks engaged in this work, a schedule of same being shown under organization and salary expense of this division.

ORGANIZATION AND SALARY EXPENSE.

The Record, Correspondence, and Examining Division has 34 clerks, of the following salary grades:

1 chief clerk, at $2,000	$2,000
1 law clerk, at $2,000	2,000
6 clerks, at $1,800	10,800
3 clerks, at $1,600	4,800
9 clerks, at $1,400	12,600
9 clerks, at $1,200	10,800
4 clerks, at $1,000	4,000
1 clerk, at $900	900
Total	47,900

The following is a list of such clerks, showing their respective work and salaries:

RECORD SECTION.

Name.	Nature of duties.	Salary.
W. H. Neill	In charge	$1,800
William Guilford	Special work	1,600
R. H. Brooke	Searches current mail on index, records, briefs, and indexes mail received, answers call upon record room for information from the records.	1,400
David Clopton	Files record cards, index cards, and documents	1,200
Mrs. Margaret H. Berry	Records briefs and indexes mail received	1,200
Thomas R. Hudson	do	1,000
Alton B. Cusick	do	1,000
		9,200

CORRESPONDENCE, ADMINISTRATIVE, AND MISCELLANEOUS SECTION.

Name.	Nature of duties.	Salary.
Clerk		$2,000
B. F. Williams	Editing outgoing correspondence of division	1,800
H. H. Wakefield	Stenographer	1,200
Bessie M. Israel	Typewriter; principally copying on record cards, copying draft letters, and making needed copies.	1,200
Marie A. Woelper	do	1,200
Vacancy	Stenographer	1,000
James H. Bessling	Issuing hospital permits, and forwarding applications, marking Congressional Record, examining House and Senate bills, auditing hospital fund statements.	1,800
John Pringle	Keeping records of the office employees, examining office and field pay rolls.	1,400
J. S. McFarland	Keeping and supplying printing and stationery for the office use.	1,400
Charles Roller	Issuing publications	1,200
M. R. Welsh	Keeping and issuing forms and publications to the Medical Corps at large.	1,200
S. H. Lilly	do	900
M. W. Bayliss	Architectural draftsman, construction and repairs of hospitals	1,800
A. M. Hodkins	do	1,600
W. C. Daubt	do	1,400
A. C. Varela	Clerical work, construction and repair of hospitals	1,400
		22,500

EXAMINING DIVISION.

B. B. Thompson	Law clerk in charge	$2,000
C. C. Coombs	Assisting in charge	1,800
M. C. Summers	Examining and recording disbursing accounts, claims, and assisting in keeping record of appropriations.	1,600
F. P. Oliver	Examining and recording disbursing accounts	1,400
M. D. Spiers	do	1,400
Elizabeth Edes	Preparing accounts for payment; examining and recording disbursing accounts.	1,200
Paul H. Primm	Preparing accounts for payment; indexing disbursing accounts	1,000
Samuel Johnston	In charge of property accountability	1,800
Crosby E. Stoddard	Assistant and examiner of returns of medical property	1,400
Maria Thomas	Examiner of returns of medical property	1,400
Elizabeth B. Preston	do	1,200
		16,200
Total		47,900

Supply Division.

LOCATION.

The Supply Division and the files in its custody occupy two rooms and part of another room on the third floor of the State, War, and Navy Building. These rooms are Nos. 336, 339, and 342, occupied as follows:

Room 336 (part), officer in charge of division.

Room 339, three clerks.

Room 342, six clerks.

FUNCTIONS AND WORK.

The work of the Supply Division consists in the purchase of medical and hospital supplies for the Army, and examining requisitions of the various hospitals of the Army. In addition to this the officer in charge of the Supply Division is also the disbursing officer for the Surgeon General's Office. The work of keeping the accounts of a disbursing officer is taken care of in this division, as is also the inspection and supervision of the clerical work in connection with the issuing of trusses, artificial limbs and appliances to disabled pensioners. There are two sections in this division, viz: A section engaged in the supply work and a section engaged in the accounting work of the disbursing officer, known as the disbursing section. This section also attends to the work in connection with the issuing of trusses, artificial limbs and appliances, and claims for commutation therefor.

WORK OF SUPPLY AND REQUISITION SECTION.

The functions of this section are as follows:

1. *Purchases.*—The issuing of form printed letters twice a year for each of the three Medical Supply Depots, such form letters being the same in detail for each such depot. These form letters are sent out to prospective bidders, and an annual approximate number of 100 awards are made on bids during the year, the awarding being made at the Medical Supply Depots.

2. *Requisitions.*—The examination, approval, or revision of requisitions for supplies, which are made annually, semiannually, and quarterly, and as emergency. There is a total approximate number of 2,600 such requisitions received annually in this division.

3. *Recording, indexing, and filing.*—Recording on record cards, requisitions and relative correspondence, indexing same, and filing cards, requisitions, and relevant correspondence.

4. *Stenographic and correspondence work.*—Taking dictation from officer in charge, and writing other letters in connection with supply and requisition work.

METHODS AND PROCEDURE.

Purchases.—Purchases are made under the supervision of the Supply Division, needed supplies for the maintenance of the Army being purchased by awards on bids obtained by a circular of advertisement, issued twice a year simultaneously in New York, St. Louis, and San Francisco, for post medical supplies only. These circulars are printed, being identical in detail for each depot. Circulars are also issued from these depots from time to time to replenish stock.

Supplies are also purchased in open market where the time does not permit of advertisement. There are about 100 awards for supplies made annually. The printed circular form letters are based upon approved requisitions for supplies sent in by the surgeon of each Army hospital annually, such Army stations being divided into groups, certain stations submitting requisitions for supplies in April, July, October, and January. This is done to expedite the issue of supplies and to avoid congestion in the supply depots.

An alphabetical card record is maintained of supplies, a card being made out for each different kind of supply on which is recorded a history and cost of such supply, each card being filed in alphabetical order under the name of its supply or material.

Requisitions.—An approximate number of 2,600 requisitions are received in this division in duplicate from different surgeons of the Army Medical Corps, and these requisitions are examined, approved, or revised by the officer in charge of this division, the original requisition being then sent to a medical supply depot to be filled from the stock of such depot, the duplicate copy being retained in this office as a record.

Recording, indexing, and filing.—Requisitions and correspondence relevant thereto are recorded on record cards, a record card being maintained or opened for each new subject or post. These record cards are filed under serial number, the correspondence being filed folded in document files under the same numeral file numbers as relative record cards. This record card is the same as used in the Record, Correspondence, and Examining Division. An alphabetical card index is kept by subject, subsubject, or name on a card. This card index is not the same as used in the Record, Correspondence, and Examining Division, but serves the same purpose as an index to both the record card and the original papers. All requisitions and correspondence relative thereto are recorded on record cards, outgoing letters usually being recorded verbatim.

Stenographic and correspondence work.—One clerk in this division is specially assigned to stenographic and correspondence work, and takes dictation from the officer in charge of this division. Apart from the correspondence of the officer in charge, the correspondence of this division consists to a large extent of certain routine correspondence relative to requisitions and purchases. No form letters are used in this division, all letters being dictated or typewritten direct. A special slip is used in some of the correspondence, this slip being known as an information slip, and is replied to by indorsement thereon.

Loose-leaf press copies are made of all correspondence other than information slips, and copies of outgoing correspondence are written

upon record cards from same. One carbon copy is made for departmental letters, this carbon copy being sent with original outgoing letter in compliance with a recent regulation.

Organization.—There are six clerks employed in this section.

WORK OF DISBURSING SECTION.

The functions of this section are as follows:

1. Payment of accounts and keeping record of disbursements made by the disbursing officer of the bureau.
2. The issuing of orders for trusses, artificial limbs, etc., and payment of commutation therefor.

METHODS AND PROCEDURE.

An approximate number of 6,000 payments are made annually by the disbursing officer of the Surgeon General's Office, vouchers and checks being written out in this section and an allotment record written up therefrom, this record showing current status of allotments. Accounts current and abstracts of disbursements are also made monthly in this section.

An annual approximate number of 600 claims for commutation for loss of limbs, or use of limbs, are filed in the Surgeon General's Office and attended to in this section, verification of each claim being made from previous papers or papers from the Pension Office which are in document files in this section arranged by name alphabetically. Claims as disposed of are also filed therein in alphabetical order. Vouchers for payment of fees due examining surgeons for fitting and adjusting trusses and surgical appliances, etc., are issued in this section, bills for same being recorded in the Recording, Correspondence and Examining Division. No correspondence or correspondence files are maintained in this section.

ORGANIZATION AND SALARY EXPENSE.

This division has nine clerks of the following salary grades:

2 clerks, class 4	$3,600
1 clerk, class 3	1,600
1 clerk, class 2	1,400
4 clerks, class 1	4,800
1 clerk at	1,000
	12,400

The following is a list of clerks engaged in this division, showing their respective work and salaries:

SUPPLIES AND REQUISITION SECTION.

Name.	Nature of duties.	Salary.
Albert G. Drane	Principal clerk, who has general supervision and direction of the work of the division.	$1,800
H. H. Fetter	Assistant to the principal clerk and acts in his absence. Attends to getting up letter of purchase of supplies. Keeps a record of cost and miscellaneous duties.	1,400
G. Marvin Green	Records the incoming mail, has supervision of the files and the indexing of the division. Is an expert stenographer and typewriter and takes dictation from the officer in charge of the division.	1,200
R. E. Wallace	Records the outgoing mail and assists with the correspondence	1,200
D. E. Farley	Expert stenographer and typewriter and general correspondence by dictation.	1,200
A. C. Arata	Expert stenographer and typewriter and index clerk; assisting the record clerk; miscellaneous typewriting and correspondence by dictation.	1,000
		7,800

DISBURSING SECTION.

J. G. Moore	In charge of section	$1,800
Frederick R. Sparks	Clerical work pertaining to the issue of surgical appliances	1,600
Susan Y. Edgerton	Writes vouchers and keeps record thereof in connection with the work of the disbursing officer of the Surgeon General's office.	1,200
		4,600
		12,400

Sanitary Division.

LOCATION.

The Sanitary Division and the files in its custody occupy three rooms on the third floor of the State, War, and Navy Building. These rooms are Nos. 338, 343, and 344, and are occupied as follows:

Room 338, 1 clerk.
Room 343, 5 clerks.
Room 344, 8 clerks.
Room 330, mail and record room, 1 clerk detailed from this division.

FUNCTIONS AND WORK.

The main work of this division consists in examining reports and compiling medical statistics which are incorporated annually in the Report of the Surgeon General. These statistics are collated and compiled from report cards of sickness and injury in the Army.

which are rendered to this division by the various Army surgeons. A card is used for each admission case, such card showing data from which these medical statistics are compiled. These cards are sent in monthly to this division, together with a report sheet and a check list, all of which are examined in this division as to their accuracy, and, where necessary, corrected by correspondence. In addition to medical statistics compiled from these cards, annual physical statistics are compiled on recruits. The data on which these statistics are based are taken from the monthly Reports on Examination of Recruits, furnished by The Adjutant General's Office. This division also files the monthly sanitary reports received from the different organizations and posts of the Army, and also files personal papers consisting of individual medical data in certain cases, and keeps a record of cases of sickness reported on bills for medical attendance of officers and enlisted men in civil hospitals. There are approximately 260 stations which send in monthly report sheets and check lists, with an annual approximate number of 120,000 report cards of sickness and injury, each station also sending in a monthly sanitary report. There are about 50,000 cards made out in this division showing data on recruits, this data being taken from the monthly records in The Adjutant General's Office. A card is made for each recruit, the data necessary for compiling statistics being transcribed thereon.

METHODS AND PROCEDURE.

Medical records.—An approximate number of 260 stations send in a monthly report of sick and wounded, together with a check list on which is enumerated individual card reports of sickness and injury occurring in each particular station. These reports are sent in with the report cards of sickness and injury, of which there is an approximate number of 120,000 received in this division annually.

The following is a description of functions of work in the order of procedure:

1. *Examining report and check lists.*—Report and check lists are examined to see that they are in accordance with the report cards with which rendered to see that they are correct and in order.

2. *Examining report cards.*—Individual report cards are then examined to see whether properly filled out and in order.

3. *Classifying report cards.*—Report cards are examined in order that a numbered classification, in accordance with a prepared schedule, may be noted thereon. This classification consists of a number for cause of admission, a number for how injury was caused, a number showing disposition, a subnumber showing disposition used in certain cases only. This classification is to facilitate sorting and tabulating for statistical tables.

4. *Compilation of statistics.*—Statistics are compiled from record report cards in a number of different ways showing various different statistical tables and results. The general method of compiling these statistics is in the assorting of these cards according to the desired result and the posting to prepared sheets in pen. All statistics are compiled on a uniform classification of sickness or injury, the numbered classification being used. Adding machines are used for tabulating these sheets.

5. *Incidental correspondence in regard to cards or reports.*—An approximate number of 1,200 letters are written annually in this division in respect to report cards and reports. These letters are typewritten in triplicate on a special form, original and duplicate being sent out and the triplicate copy being filed in a jacket under the station, as an index. Replies to these letters are made by an indorsement thereon, letter being returned to this division duly noted. These letters upon return are filed numerically, in accordance with a given office number, together with any relevant card or report.

6. *Ratios and charts.*—Four Thatcher calculating machines are used for working out ratios. Diagrams and charts are made every year for the annual report of the Surgeon General, and these ratios are used therein.

RECRUITING STATISTICS.

An approximate number of 50,000 cards are made out covering data on enlistments. The following is a description of the functions in the order of procedure:

1. *Making out cards.*—Each card shows data used in compiling statistics, these cards being made out from the monthly Reports of Examinations of Recruits furnished for this purpose from The Adjutant General's Office.

2. *Compilation of statistics.*—These cards are assorted and hand tabulated on sheets as made necessary by the requirements of the statistical tables desired.

SANITARY REPORTS.

Sanitary reports are sent in from an approximate number of 260 stations, each station rendering a monthly report. In very few cases is any action taken thereon or made necessary in this division, except by the officer in charge, other than their filing in jackets, a jacket being maintained for each station and a notation check mark being made on same for every monthly report filed therein.

OTHER GENERAL AND FILING WORK.

Other incidental work of this division is as follows:

1. *"Outside" cases.*—Making a card report on an approximate number of 2,000 cases annually of sickness reported on bills of medi-

cal attendance of officers and men in civil hospitals, these cards being arranged alphabetically and used in reporting evidence in pension and other calls.

2. *Personal papers.*—A file is maintained, arranged by commands and alphabetically, of papers, consisting of individual medical data and transfer cards.

3. *Index.*—A cross-reference book is maintained to index reports by military stations. An approximate number of 3,120 reports are indexed in this book annually.

4. *Filing reports and cards.*—Reports and lists, together with relevant cards, are filed in the order of their register number by military stations. The cards and reports are turned over to The Adjutant General's Office every year, after all statistics are compiled therefrom.

5. *General stenographic work.*—In the office of the officer in charge of this division and the mail and record room on work of this division.

ORGANIZATION AND SALARY ROLL.

This division has 15 clerks of the following salary grades:

2 clerks, at $1,800	$3,600
2 clerks, at $1,600	3,200
4 clerks, at $1,400	5,600
6 clerks, at $1,200	7,200
1 clerk, at $900	900
	20,500

The following is a list of such clerks, showing their respective work and salaries:

Name.	Nature of duties.	Salary.
Degges, W. H.	Principal clerk	$1,800
Lattimore, D. E.	Assistant to clerk in charge; classifying statistical cards, ratios for annual report of the Surgeon General, general statistics, and miscellaneous.	1,800
Samson, G. C.	Correspondence on reports of sick and wounded, sanitary reports, carding cases from vouchers for medical attendance by civilian physicians, strength of Army, by ages, length of service, etc., and miscellaneous.	1,600
Berryman, Silas	Supervision of reports of sick and wounded and personal papers file, ratios for annual report, Surgeon General, general statistics and miscellaneous	1,600
Griffith, R. J.	Examining reports of sick and wounded, special surgical and general statistics, classifying statistical cards, and miscellaneous.	1,400
Grinnell, A. G.	Special clerk to the officer in charge of division	1,400
Larcombe, H. P.	Supervision of statistical sheet work, charts of annual report of Surgeon General, and general statistics.	1,400
Tanner, A.	Station book, officers' index, examination reports of sick and wounded, general statistics, and miscellaneous.	1,400
Blair, R. B.	General statistics, recruit cards, and rejections and miscellaneous.	1,200

Name.	Nature of duties.	Salary.
Kunkel, F. E	Stenographer, detailed to Record Correspondence and Examining Division.	$1,200
Bray, A. E	General statistics and miscellaneous	1,200
Miner, E. F	Examination of reports and miscellaneous	1,200
Gordon, G. L	Searching cases, filing personal papers, tabulating, and miscellaneous.	1,200
Ripley, W. P	General statistics and miscellaneous	900
Total		20,500

Personnel Division.

LOCATION.

The Personnel Division occupies three rooms on the third floor of the State, War, and Navy Building, and part of another room on the same floor. These rooms are numbers 336, 340, 345, and 345½, occupied as follows:

Room 336 (part of), (officer in charge of division).
Room 340, six clerks.
Room 345, six clerks.
Room 345½, superintendent and 1 clerk.

FUNCTIONS AND WORK.

The main work of the Personnel Division consists in the keeping of records pertaining to the officers, enlisted men, and nurses of the Medical Department of the Army, the division being divided into three sections, viz, officers' section, enlisted men's section, and Army Nurse Corps section, a clerk being in charge of each of the first two sections, and the superintendent of the corps being in charge of the Army Nurse Corps section, the work of each section being separate and distinct.

OFFICERS' SECTION.

The work of this section consists in keeping personnel records of officers of the Medical Corps, Medical Reserve Corps (active and inactive), Dental Corps, and contract surgeons from the time they make application for appointment until their separation from the service. The number of officers under the Surgeon General is approximately as follows:

Medical Corps	410
Medical Reserve Corps (active)	127
Dental Corps	40
Contract surgeons	11
Medical Reserve Corps (inactive)	1,032

The functions of the clerks in this section are mainly as follows:

1. Issuing circulars of information as to the Medical Corps; issuing and examining papers in connection with applications and examinations for admittance to the Medical Corps.

2. Keeping a card record of each officer of the Medical Corps, Medical Reserve Corps, Dental Corps, and contract surgeons, which shows the record of stations, leaves, special orders, etc., affecting each officer, also the keeping of a station book showing under each post names of officers serving thereunder, the keeping of an alphabetical schedule of inactive officers of the Medical Reserve Corps showing names and addresses of such officers, and the keeping of a memorandum record showing the loss and gain, and strength monthly, of the officers under the Surgeon General.

3. The making of a monthly return showing the rank, station, and duty of each officer of the Medical Corps, Medical Reserve Corps (active), Dental Corps, and contract surgeons, such return being rendered to The Adjutant General, a copy also being made and filed in the Surgeon General's Office.

METHODS AND PROCEDURE.

Appointments to the Medical Corps, Medical Reserve Corps, Dental Corps, and Nurse Corps are made from civil life under various acts of Congress and regulations promulgated by the Surgeon General of the Army.

Applications and appointments.—There are about 4,500 inquiries made annually on the Surgeon General's Office for information in regard to the Medical Department of the Army. Upon receipt of such inquiries, printed circulars of information are inclosed in envelopes which are sent to persons making such requests for information, no letter being written in these cases except under special circumstances. An approximate number of 1,400 applications for admittance to the Medical Reserve Corps are made annually, and when such applications are received, printed forms of application are sent to the applicants to be filled out and returned by them to the Surgeon General. Upon receipt of such papers duly and properly filled out two or more mimeograph form letters are filled out and sent to a member of the profession, or a college requesting information as to the applicant's status, ability, and character. Replies to this circular letter are treated as confidential and after notation are filed separately in this division, under alphabetical designation of applicant, no record thereof being made on any card or index. Upon completed papers of application being received in this division, applicant is either invited to appear before an examining board of the Medical Department or notified of the nonacceptance of his application. A statistical card is made out for each applicant upon permission being granted him to take examination. An approximate

number of 150 commissions in the Medical Reserve Corps are issued during the year, a large percentage of the applicants failing to appear or to qualify. All correspondence, except inquiries for information and confidential references, is recorded in the Record, Correspondence, and Examining Division, although the correspondence itself is filed in this section in document files under alphabetical and chronological arrangement. Applicants for the active branches of the department, after satisfactory examination, are required to attend the Army Medical School for a period of eight months, after which upon satisfactory final examination full commissions are granted them.

Personnel records.—A record card is kept for every officer on the active list of the department. Such record is made out when commission is granted and shows record of stations, leaves, sickness, and any special information affecting officer during service, and is entered up from duplicate information slips which are sent in by officers showing the information, the original going to The Adjutant General, and special orders. In addition to this card, a station card is made out and shows only the changes of station and leave taken, these cards being forwarded to examination boards upon officers' examination for promotion. There are about 40 appointments and promotions made annually in the Medical Corps. A record card for inactive officers of the Medical Reserve Corps is made out and kept separately in alphabetical order. All record cards are filed under a branch of the department in alphabetical order, and upon officers' retirement from active service, are transferred from active to inactive files.

A post or station book is also maintained, such book showing officers serving at each post or station. Current entries are made therein in pencil, and changes at each post are noted by erasures and notations.

A memorandum record is kept showing the loss, gain, and strength of officers under the different branches of the department, this book being entered up currently.

A return is made to The Adjutant General every month showing the name, rank, station, and duties of every officer of the Medical Department on the active list. This return is written in longhand and a longhand copy is made for the files of the Surgeon General's Office. Miscellaneous sundry records are kept as "follow ups" for the making of examinations of the Medical Department at different stations.

ENLISTED MEN'S SECTION.

The work of this section consists in keeping records of the enlisted men of the Hospital Corps, which is limited to an enrollment of 3,500 men, the actual enrolled strength of this corps at present approximating this maximum.

Upon a man being recruited for this branch of the service, a duplicate of the descriptive and assignment card comes to this devision, from which a record card is made out, together with a jacket, certain information as shown by the descriptive and assignment card being copied on to both the record card and the jacket. Information slips are sent to this division whenever a change of station, sickness, leave, court-martial, detached or special service of any man is involved, such information being noted on record cards. Special and general orders issued by the Army, covering changes of station and general court-martials, are also sent to this division and are noted herein, any information affecting the Hospital Corps being noted or checked upon record cards.

Upon a man being transferred from one post to another an efficiency report is made out by the officer of the post which the man is leaving, and is sent to the officer of the post to which the man is transferred. An information slip is also made out and sent to this division noting the fact of the man's departure. Upon his arrival at the post to which transferred, the officer at that post also makes out an information slip noting his arrival and sends same to this division, the time of departure and arrival being noted on record card. Transference of men is usually covered by special order, a copy of which comes to this division and is checked up on the record cards.

A bimonthly report is made out at each post or special detachment and sent to this division. This report shows, by name and rank, all enlisted men at that post at the time of making report, together with full notations of any information affecting men shown thereon, which also have been previously covered by information slips. Prior reports of each post are checked against current reports, as are also all information slips received during the bimonthly period, this checking being for the purpose of noting correct statement of force of enlisted personnel at each post, and noting that all information affecting enlisted men has been duly recorded on information slips. Information slips are posted on to record cards currently, and are held until the receipt of bimonthly reports against which they are to be checked. After checking, information slips are filed in proper jackets of enlisted men, and usually destroyed after six months.

A simple card index of enlisted men, arranged alphabetically, is kept in this division, showing name and rank of enlisted men and whether discharged or in service. Record cards in jackets are kept in document files in alphabetical order under rank, and as men are discharged, or leave the service, some are transferred to another file, so that two files are maintained, one being for enlisted men in active service and one for enlisted men who have been discharged or have otherwise been lost to the corps.

A report of the status of the Hospital Corps is made every month to The Adjutant General, such report showing the gain and loss to the Hospital Corps by rank and the enrollment by rank at the end of the month. Most of the correspondence of this division is made by information slips, and pertains to particular men, in which case correspondence is filed in this section in jacket files of related case as stated, other correspondence, however, being recorded and filed in the Record, Correspondence, and Examining Division.

Examination papers and results for grade of sergeants are kept track of and noted in this division.

HOSPITAL NURSE CORPS.

The clerical work of this section consists of stenographic work for the superintendent of the corps and the keeping of miscellaneous records. There is one clerk attached to this section, who performs all clerical work pertaining to this office.

Organization and salary expense.—There are 13 clerks in this division, at the following salary grades:

1 clerk, at $1,800	$1,800
2 clerks, at $1,600	3,200
4 clerks, at $1,400	5,600
5 clerks, at $1,200	6,000
1 clerk at $1,000	1,000
13	17,600

The following is a list of such clerks, showing their respective work and salaries:

OFFICERS' SECTION.

Name.	Nature of duties.	Salary.
Sherman B. Fowler	In charge	$1,800
E. McC. Noel	Keeps record of movement of officers of Medical and Medical Reserve and Dental Corps and contract surgeons.	1,600
Mary C. Gwinn	Keeps record of examinations, and assists the principal clerk in preparing data to answer inquiries. At present engaged in preparing statement of foreign service of each officer in corps referred to above.	1,400
M. B. Sturgus	Prepares Return of Medical Officers, one copy of which is sent to The Adjutant General.	1,200
G. H. Van Kirk	Stenographer and typewriter, also works up cases of applicants for corps.	1,200
Roy R. Heavrin	Stenographer and typewriter, also works up cases of applicants for admittance to corps.	1,000
		8,200

ARMY NURSE CORPS SECTION.

Name.	Nature of duties.	Salary.
Miss Francis M. Durkin	Stenographer and typewriter, also keeps miscellaneous records of the corps.	$1,400

ENLISTED MEN'S SECTION.

R. H. Garrett	charge correspondence, distribution of Hospital Corps foreign v ice list, etc.	1,600
Laura Gorham	Keeping alphabetical index and taking care of enlistments, discharges, and transfers.	1,400
Chas. H. Pennington	Posting up information slips and orders, on record cards, and taking care of Hospital Corps returns (Philippine).	1,400
Francis J. Leary	Stenographer and typewriter	1,200
James P. Gaddis	Posting information as shown on information slips and orders on record cards and taking care Hospital Corps returns (U. S.).	1,200
R. Ravenburg	Indefinite leave without pay	1,200
		8,000
		17,600

Museum and Library Division.

LOCATION.

This division occupies the Army Medical Museum Building, in which is located, under its charge, the Army Medical Museum and the Surgeon General's Library.

FUNCTIONS AND WORK.

The work of this division is chiefly of a technical nature, entailed by the maintenance of the Army Medical Museum and the Library of the Surgeon General and medical and scientific research.

ORGANIZATION AND SALARY EXPENSE.

This division has 29 technical and nontechnical employees of the following salary grades:

1	at $2,250	$2,250
1	at $2,000	2,000
5	at $1,800	9,000
3	at $1,600	4,800
1	at $1,500	1,500
7	at $1,400	9,800
7	at $1,200	8,400
4	at $1,000	4.000
29	Total	41,750

The following is a list of such employees, showing their respective work and salaries:

Name.	Nature of duties.	Salary.
F. W. Stone	In charge letters sent and received, including orders for books; receiving and verifying invoices and preparing accounts for payment; noting and shipping books lent and receiving same upon their return.	$1,800
L. H. Rose	General supervision of current library work, and proof reading of index catalogue.	1,800
H. O. Hall	In charge of reading room; keeping files of current journals and attending to calls made by readers and the return of books to the library.	1,600
D. C. Floyd	Correspondence and account in Museum, including letters received and sent, preparing vouchers and all records of matters pertaining to the Museum.	1,600
A. Alleman	Indexing foreign journals, preparing copy for printer, and proof reading on catalogue work.	1,400
N. Falls	Absent; sick, without pay	1,400
F. Neumann	Carding books and catalogue work	1,400
C. G. Toepper	In charge of library hall, getting out and returning books called for in reading room or to send to borrowers residing out of city.	1,400
B. Israeli	Translating, proof reading, indexing Russian, Polish, and Scandinavian journals.	1,400
F. Martin	Preparing copy for index catalogue, carding books, and indexing journals.	1,400
G. E. Nichols	Stenographer and typewriter; receiving and checking all journals, indexing letters, and assisting in preparing accounts for payment.	1,400
J. J. Beardsley	Indexing English and American journals	1,200
Miss H. B. Blackwell	Copying and typewriting	1,200
G. P. Geissler	Entering new accessions to the library, inserting accessions to card catalogue, and indexing periodicals.	1,200
F. J. A. Stockman	Indexing German periodicals; assisting Mr. Rose in general details of library work.	1,200
Harold Starkey	Collating, scheduling, and preparing books and journals for bindery.	1,200
M. McGraw	Indexing Spanish, Italian, and English periodicals	1,200
R. W. Hardy	In charge of public documents	1,200
A. Burgess	Chemist's laboratory	1,000
S. C. Calvert	Assistant in Library Hall in issuing books and replacing same	1,000
S. W. Brown	Indexing medical journals, comparing typewriting titles, etc	1,000
W. B. King	Collating, scheduling, and preparing books and journals for bindery.	1,000
Robert Fletcher	Principal assistant librarian. In general charge preparing copy and printing of index catalogue; assisting the librarian in administrative details.	2,250
F. H. Garrison	Assistant librarian. Classifying bibliography material of catalogue, supervising preparation of copy; proof reading of index catalogue; distribution and record of issues of index catalogue.	1,800
D. S. Lamb	Pathologist	1,800
E. R. Hodge	Chemist	2,000
H. R. Watkins	Assistant chemist	1,500
J. R. Scott	Anatomist	1,600
R. M. Le Comte	Microscopist	1,800
		41,750

SECTION III. CRITICAL COMMENTS AND CONSTRUCTIVE SUGGESTIONS.

RECORD, CORRESPONDENCE, AND EXAMINING DIVISION, OFFICE OF THE SURGEON GENERAL OF THE ARMY.

HANDLING AND FILING CORRESPONDENCE IN RECORD SECTION.

In the record section of this division certain correspondence of the Surgeon General's Office is recorded on record cards, filed in document files under arbitrary serial numbers, and indexed by index cards filed under alphabetical arrangement of subject, subsubject, or name. This present method of folding and filing documents and papers in document files under serial numerical file numbers, together with the making and filing of record and index cards, should, in the opinion of the commission, be discontinued in accordance with the following:

It is recommended that a change be made in the present method of recording and filing correspondence in the record section of the Surgeon General's Office in general accordance with the recommendations contained in Circular No. 21 issued by the commission on this subject, and which, specifically, are as follows:

1. That the system of folding correspondence and filing in document files should be discontinued and that all correspondence should be filed flat in vertical files.

2. That all correspondence, both incoming and copies of outgoing, should be filed upon a subjective classification arranged as nearly as possible upon a self-indexing basis, and where numbers are regarded as essential that a logical arrangement of numbers under a decimal or analogous system should be employed.

3. That no card record of incoming or outgoing correspondence should be made, thus discontinuing the present practice of making record and index cards except in certain cases where a cross-reference card would seem to be logically necessary.

While the present system may be efficient, it entails an excessive amount of clerical work, and thereby cost, and in the opinion of the commission the method advocated herein of filing correspondence in flat, vertical files arranged on a self-indexing basis will be more efficient than the present method and much more economical. The essential requirements of the filing system in the approximate order of their importance which have been considered in making this recommendation may be stated as follows:

(a) Certainty of obtaining a particular paper or of obtaining all the papers relating to a particular subject, and this certainty to be independent of the time that has elapsed since the filing of the paper.

(b) Rapidity of obtaining a particular paper or of obtaining all papers relating to a particular subject, and this rapidity to be only slightly affected by the time which has elapsed since filing.

(c) Rapidity with which documents may be filed.

(d) Cheapness of operating the system.

(e) Simplicity.

(f) Reduction to a minimum of the space required for documents.

(g) Miscellaneous minor requirements and desirable features, such as cross reference, numberings, etc.

The arrangement of papers themselves, filed chronologically in vertical folders, upon a logical self-indexing basis of subjects, or names, naturally makes unnecessary the keeping of an index to same in the great majority of cases; and where, in the opinion of the filing clerks or other people upon whom this duty might devolve, a further reference of classification might be desirable a proper cross reference might then be made out covering these cases and filed in their proper subjective arrangement in the files. The logical arrangement of files by subjects or names is found much better than the arbitrary numerical system, which places files of papers in juxtaposition without regard to their nature or relation and which makes necessary the prior function of referring in all cases to an index before being able to procure desired papers. It is also the experience of the commission that papers arranged in flat vertical files are more accessible for reference than when folded in document files, and that original papers so filed serve every purpose of the related record cards, which are transcribed therefrom, and where this method is in use in Government and other offices it has been found most satisfactory in every respect.

The functions of work which would be eliminated by the adoption of the method recommended are as follows:

1. Preparing index cards (except cross-reference cards in a few special cases).

2. Preparing record cards which show a brief purport of received communication and a verbatim copy of outgoing letter.

3. The consequent filing of index and record cards.

There are seven clerks engaged in the record section, in addition to which practically the full time of two clerks in the correspondence section is taken up by the recording of outgoing communications on record cards. The adoption of the method recommended would eliminate most of the functions of work of the clerks in the record section and should, at a conservative estimate, enable the work of the section to be performed by three clerks in place of the seven now engaged therein, and should also reduce the number of clerks in the correspondence section by two, as the equivalent time of two people is employed therein in recording copies of outgoing letters on record cards.

MAKING LONGHAND DRAFTS OF OUTGOING COMMUNICATIONS AND THE USE OF FORM LETTERS.

The present practice of writing drafts of letters in longhand, from which original outgoing correspondence is typed, should, in the opinion of the commission, be discontinued. Practically all of the correspondence of the examining section is conducted in this manner, at a considerable loss of time over that involved by the usual business practice of dictation. Certain correspondence of the section is also adapted to the economical use of form letters, and these should be used wherever possible.

EDITING OF MAIL AS A SPECIAL FUNCTION OF A CLERK WHO ALSO ACTS AS CLERK IN CHARGE OF THREE OTHER CLERKS.

In this division there is a clerk in charge of the correspondence section, which consists of four people, the duty of such clerk in charge being chiefly the editing of outgoing mail. It would seem that the correspondence is not of such a volume as to make this the special function of a clerk, and the work of seeing that outgoing letters are correctly written before submission to the Surgeon General or other officer for signature, could be taken care of by the chief clerk or clerk in charge of the examining section or any designated subordinate. In view of the fact that under the proposed method of handling correspondence the services of two clerks could be dispensed with in this section, it is recommended that there be no such separate section as at present, but that the work thereof should be directly under the supervision of the chief clerk. The correspondence of this division consists of the dictation from the Surgeon General, and Col. Gandy, and letters of a general character written by the chief clerk or by the clerk in charge of the examining section, the dictation of the division usually being taken assigned to one clerk. In this connection it might be remarked that the name of "Record, Correspondence, and Examining Division," is more or less of a misnomer, in so far as the name of correspondence is concerned, there being only a small correspondence section as described above, and a much larger force engaged in special and general work of an administrative character not coming under any of the three sections, record, correspondence, or examining.

Supply Division, Office of the Surgeon General.

RECORDING REQUISITIONS AND RELEVANT CORRESPONDENCE ON RECORD CARDS IN THE SUPPLY DIVISION.

The work of the Supply Division in regard to supplies is of a supervisory character, all requisitions being sent in to this division

for the approval of the officer in charge, who personally notes and examines same, the original being marked with approval or change and forwarded to a medical supply depot to be filled, the officer making requisition being advised by letter of the approval or change of his requisition. It is the present practice to write on a record card a notation of requisition received and a verbatim copy of any correspondence relative thereto, the duplicate requisition being filed folded in document files under serial file numbers, together with any relative correspondence, both record cards and copies of requisition and correspondence being referred to by an alphabetical card index.

It is recommended that duplicate requisitions, together with any related correspondence, be filed flat in vertical folders, a folder being maintained for each post or station and these folders arranged in vertical files under a self-indexing arrangement, and that indexing and recording of same be discontinued. The record card on which is noted the requisition and correspondence relative thereto certainly serves no purpose that the duplicate requisition, with correspondence filed chronologically by stations or posts, would not, and as a matter of fact the record card would be no more accurate or convenient to handle than the original papers from which same is transcribed.

There are six clerks engaged in this section, and, in the opinion of the commission, with most of the clerical work connected with the requisitions practically eliminated, the time of at least two clerks would be saved thereby.

PRESS COPYING OF LETTERS, AND THE USE OF FORM LETTERS.

Attention is drawn to the fact that letters are press copied in this division although an official order has been recently issued by the War Department against this practice, which is in accordance with the commission's conclusion in this matter; i. e., that press copying should be discontinued and carbon copies made in place thereof.

CONSOLIDATION OF THE TWO SECTIONS OF THE SUPPLY DIVISION UNDER ONE CLERK IN CHARGE.

A clerk is in charge of the disbursing section of the Supply Division, which consists of two clerks under such clerk in charge. It is the opinion of the commission that the work pertaining to this section can be properly and satisfactorily carried on by two clerks under the direct charge of the clerk in charge of the division, and that the duties of the clerk in charge of this section should be performed by the clerk in charge of the division.

Sanitary Division, Office of the Surgeon General of the Army.

COMPILATION OF STATISTICS.

A large part of the work of this division consists in the compilation of statistics covering disease and sickness of the officers and men of the United States Army, and the compilation of statistics covering physical facts of recruits, these statistics being published in the annual report of the Surgeon General of the Army, and collated for the information of the Surgeon General. There is an approximate number of 120,000 individual card reports of sickness and injury received in the division annually, and an approximate number of 50,000 cards prepared in the division showing certain facts relating to men recruited during the year. From a study of the work it is estimated that the clerical compilation of these statistics involve the time of five clerks. The present method of compiling these statistics by posting necessary facts on uniform prepared sheets, and the totaling thereof, seems to have been carefully thought out, and there is no criticism of this method, especially as a numerical classification of sickness and disease has been adopted. It is recommended, however, that electrical and mechanical sorting and tabulating equipment be installed in this office for the purpose of compiling these statistics. This equipment, known as the "Hollerith" sorting and tabulating equipment, is used to a large extent by State and municipal departments of health in compiling statistics similar to those compiled in this division. Under this method a card would be prepared for each individual case of sickness, or for each recruit by means of a mechanical punch. These prepared cards would show punched numbers or letters, which, by the arrangement of the card, would denote certain facts necessary to the proper compilation of the statistics desired. These cards would then be sorted by an electric and mechanical tabulating machine to show required results. This grouping and tabulating requires but little work on the part of a clerk other than the insertion of blocks of cards in the machines and the starting and stopping of same by pressing electric buttons. The mechanical work of punching cards is a more or less simple matter according to the experience of an operator. It is estimated that after two months' experience one operator could prepare all cards required in this division, as an experienced operator can prepare 1,000 cards per day, and in this division there would be approximately 15,000 required cards each month. The statistics compiled in the division are of an extended and diversified character, and one great advantage of recommended method is the fact that cards can be sorted and tabulated in as many different ways as may be desired at a minimum of labor, the original preparation of the cards serving

as the basis for all statistics. The approximate cost of this method, including salary expense, is estimated as follows:

Annual rental of sorting machine	$240
Annual rental of tabulating machine	410
Cost of cards	200
Salary of one clerk at	900
Salary of one clerk at	1,400
	3,150

(Two key punches, purchased at an initial cost of $150.)

The installation of the equipment, at an approximate annual cost of $850, should therefore effect in this division a net saving of $2,750, by a reduction of three clerks with an aggregate salary expense of $3,600, and would also facilitate the work and enable at any time any desired statistical information being collated with comparative ease. Two clerks handling this work under this method should be able to accomplish same very satisfactorily and have time to collate any other desired additional statistical data.

The alternative suggestion is that punching, sorting, and tabulating equipment be constructed of the modified type now being used by the Bureau of the Census, which, after the first cost has been made, would eliminate the element of rental each year, amounting to $650, and reduce the annual cost of cards by at least $100, a total reduction in annual cost of $750.

Personnel Division, Office of the Surgeon General of the Army, Officers' Section.

MAINTENANCE OF PERSONNEL RECORDS OF ACTIVE OFFICERS OF THE MEDICAL DEPARTMENT.

With the exception of the work performed in connection with the applications and examinations for admission to the Medical Corps, correspondence, and the preparation of the monthly return for The Adjutant General of the Army, the work of this section consists in the preparation and maintenance of officers' personnel records for the information of the Surgeon General. These records consist of:

1. A card record maintained for each active officer of the Medical Corps, Medical Reserve Corps, Dental Corps, and contract surgeons, showing the stations, leaves of absence, and special and general orders affecting each officer or contract surgeon.
2. A station book showing the personnel at each post or station.
3. A memorandum record showing the loss and gain and strength of the corps.
4. An alphabetical card record showing the post-office address of the inactive officers of the Medical Reserve Corps.

Inasmuch as full and complete records of active officers of the Medical Corps are kept in the Officers' Personnel Division of The Adjutant General's Office, from which all information shown on records maintained in this section can be readily obtained, it is recommended that the maintenance of these records, except as to inactive officers of the Medical Reserve Corps, be discontinued. It is one of the functions of the Officers' Personnel Division of The Adjutant General's Office to supply requisite data on officers to other bureaus of the War Department, and it is stated by the clerk in charge of the division that any such information can be readily and quickly furnished the office of the Surgeon General, and the keeping of officers' personnel records as now kept in the section of the Surgeon General's Office is a duplication of functions and work. The equivalent time of two clerks is engaged in keeping these records.

MONTHLY RETURNS OF OFFICERS' PERSONNEL TO THE ADJUTANT GENERAL.

A monthly return to The Adjutant General of the Army, showing the rank, duty, and station of each active officer of the Medical Corps, Medical Reserve Corps, Dental Corps, and contract surgeons is prepared in longhand in this section. It is recommended that a typewritten numerical strength report showing the loss, gain, and strength of the Medical Corps, similar to that prepared in the enlisted men's section of this division as a return of enlisted enrollment, be substituted therefor, as the report in its present form does not seem to serve any purpose justified by its extent. In any event the duplicate copy for the files of the Surgeon General's Office now prepared in longhand is unnecessary and should be discontinued at once. The fact that this section is 15 months in arrears in preparing this return is indicative that the return in its present form is not actively necessary, and as a record information shown thereon is duplicated by other records kept in the Officers' Personnel Division of The Adjutant General's Office. One clerk is wholly occupied in making this return, and, as stated, the work is 15 months in arrears.

ENLISTED MEN'S SECTION.

Checking of complete post bimonthly returns of enlisted men.—A bimonthly return is made by each post, station, or detachment, such return showing name, grade, and duty of each man. These current returns are checked up against prior returns, and information slips reporting changes or advice in regard to enlisted men received during bimonthly period are held until receipt of such returns and then checked up against same, as a check against the due reporting of data.

This method appears to be effective and efficient, but in the opinion of the commission the work can be materially reduced without affecting the efficiency thereof by limiting the information on the bimonthly return, except for January and July, to the actual changes showing loss or gain, by name, with a numeral recapitulation of strength status, and a supplementary statement giving any information affecting the efficiency of the men which may be desired by the officer in charge of the division. There is no criticism against as full a return being made as may be considered necessary for purposes of advice and information, but it is considered unnecessary to check each prior return as now rendered against the current return and the information slips received during the bimonthly period against the current return. If each post or station consecutively numbers the information slips affecting the personnel of the men, the sequence of such numbers will automatically provide a check for the division, and the bimonthly return showing the numerical status of enlisted personnel with a notation by name of losses and gain during the period covered will serve the purpose of the present return in so far as a check is concerned. It is estimated that more than the equivalent of one clerk's time is engaged by the checking of returns, and it is recommended that this checking be reduced in accordance with the above.

Organization of divisions affected by recommendations, with proposed organization considered sufficient under adoption thereof.

RECORD, CORRESPONDENCE, AND EXAMINING DIVISION.

Present.		Proposed.	
Chief clerk	$2,000	Chief clerk	$2,000
Law clerk	2,000	Law clerk	2,000
6 clerks, class 4	10,800	6 clerks, class 4	10,800
3 clerks, class 3	4,800	3 clerks, class 3	4,800
9 clerks, class 2	12,600	9 clerks, class 2	12,600
9 clerks, class 1	10,800	5 clerks, class 1	6,000
4 clerks, at $1,000	4,000	2 clerks, at $1,000	2,000
1 clerk	900	1 clerk	900
34	47,900	28	41,100

SUPPLY DIVISION.

2 clerks, class 4	$3,600	1 clerk, class 4	$1,800
1 clerk, class 3	1,600	1 clerk, class 3	1,600
1 clerk, class 2	1,400	1 clerk, class 2	1,400
4 clerks, class 1	4,800	2 clerks, class 1	2,400
1 clerk	1,000	1 clerk, at $1,000	1,000
9	12,400	6	8,200

Organization of divisions affected by recommendations, etc.—Continued.

SANITARY DIVISION.

Present.		Proposed.	
2 clerks, class 4	$3,600	2 clerks, class 4	$3,600
2 clerks, class 3	3,200	2 clerks, class 3	3,200
4 clerks, class 2	5,600	4 clerks, class 2	5,600
6 clerks, class 1	7,200	3 clerks, class 1	3,600
1 clerk, at $900	900	1 clerk, at $900	900
15	20,500	12	16,900

PERSONNEL DIVISION.

1 clerk, class 4	$1,800	1 clerk, class 4	$1,800
2 clerks, class 3	3,200	1 clerk, class 3	1,600
4 clerks, class 2	5,600	3 clerks, class 2	4,200
5 clerks, class 1	6,000	3 clerks, class 1	3,600
1 clerk, at $1,000	1,000	1 clerk, at $1,000	1,000
13	17,600	9	12,200
71 Total	98,400	55	78,400

Salary expense reduction	$20,000
Less annual approximate cost of statistical equipment recommended	850
Prospective saving under adoption of recommendations	19,150

Reduction of clerks as follows.

1 clerk, class 4	$1,800
1 clerk, class 3	1,600
1 clerk, class 2	1,400
11 clerks, class 1	13,200
2 clerks, at $1,000	2,000
16	20,000

The adoption of the recommendations contained herein will make possible a saving of $19,150 in the office of the Surgeon General of the Army. Under these recommendations 16 clerks, with an aggregate salary of $20,000, can be dispensed with, with no impairment to the efficiency of the office. Modern mechanical equipment has been recommended in the Sanitary Division for compiling medical statistics at an approximate cost of $850.

Respectfully submitted.

F. A. Cleveland,
W. W. Warwick,
Merritt O. Chance,
Commissioners.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE SIGNAL CORPS.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE SIGNAL CORPS.

I. Introduction.

The central office of the Signal Corps of the War Department at Washington is made up of four divisions, as follows:

Administrative Division.

Electrical and Telegraph Division.

Disbursing Division.

Aeronautical Division.

The location, organization, and work of three of these divisions are each described in Section II of this report, the Aeronautical Division, on account of its character and size, no civil clerical force being engaged therein, involving no description. The critical comments of the commission and constructive suggestions are set forth in Section III, which follows. Briefly stated, the recommendations of the commission are:

1. That in the Administrative Division the preparation and maintenance of record and index cards be discontinued.

2. That the processes of filing be changed, as is specifically indicated in Section II of this report.

The saving which it is thought could be effected by making these changes is between 60 and 70 per cent of the present cost.

Description of the Location, Work, Methods, Organization, and Salary Expense of the Administrative Division of the Signal Corps.

LOCATION.

The Administrative Division and the files in its custody occupy four rooms on the fourth floor of the State, War, and Navy Building, and one room on the fifth floor occupied exclusively by old files. These rooms are Nos. 436, 438, 442, 498, and 513, occupied as follows:

Room 436, Chief Signal Officer; room 438, assistant to the Chief Signal Officer and disbursing officer; room 442, five clerks; room 498, three clerks; room 513, old files and office supplies.

Space is also occupied in the Lemon Building, on the southwest corner of the fifth floor, by a photostat outfit, operated by an enlisted man.

FUNCTIONS AND WORK.

The Administrative Division has charge of the routine work of the signal office, which may be described as follows:

1. The receipt and distribution of mail.
2. General office correspondence.
3. The preparation of estimates for appropriations by Congress.
4. The care of all matters affecting the commissioned, enlisted, and civilian force of the Signal Corps.
5. The care and preservation of the office files.

The care and preservation of the office files is attended to in room 498, which is known as the mail and record room, the other clerical work being attended to in room 442, in which the chief clerk of the Signal Office is located.

The receipt and distribution of mail.—The incoming mail may be divided as follows:

Miscellaneous letters, 66,000; miscellaneous reports, 154,000; an approximate number of 220,000, about 80 per cent of which is received unopened. The opening and receiving is attended to in the office of the chief clerk by one of his assistants, and is distributed as follows:

General correspondence, to the mail and record section, to be stamped with date of receipt, and recorded and indexed.

Correspondence and reports relating to requisitions and certain work of the Electrical and Telegraph Division, to such divisions.

Correspondence and reports relating to purchase orders, to the Disbursing Division.

Correspondence relating to the commissioned, noncommissioned, and civilian employees of the Signal Corps is retained in the chief clerk's office.

The routine, recording, indexing, and filing of general correspondence.—Of the total number of communications received by the Signal Corps annually, about 4,000 letters or papers, after being received and opened in the chief clerk's office, are sent to the mail and record room to be recorded, indexed, and to have charge cards prepared, the balance of the communications going directly to either the Electrical and Telegraph Division or the Disbursing Division, without any action being taken thereon by the Administrative Division, for proper attention, such balance being letters or reports relating mainly to requisitions, purchases, and supplies of the Signal Corps.

Mail and record room.—The clerks in the mail and record room attend to the recording, indexing, and filing of general correspondence, and also by means of charge cards keep track of recorded received communications pending their reply or disposition and consequent return for filing.

Recording and indexing.—Where a communication relates to a new subject or case it is given a serial file number, and a record card is prepared on the typewriter showing the number, date of receipt, subject, who from, and a brief purport of communication. This record card is afterwards filed in document files under its numerical sequence. In addition to this, index cards and any cross-reference cards deemed necessary are prepared on the typewriter and filed in index files in alphabetical arrangement of their subsubject or name.

When a received communication relates to a prior matter or subject this communication is given the same file number of such prior correspondence, and in addition a sequence number of the paper is noted thereon, and an index card is typewritten for this communication, together with a carbon copy, the latter being filed under serial number in document files with prior record card, and the former being filed under its alphabetical arrangement of subject in index files and cross-reference cards, where deemed necessary, are also prepared and filed in index files under their proper alphabetical arrangement of subsubject or name.

After received communications have been recorded and indexed a charge card is prepared on the typewriter for each communication, and recorded communications are then sent to the chief clerk's office with their corresponding charge cards and any previous papers that in the opinion of the mail and record clerks are deemed necessary for the proper consideration of received communication. These charge cards are noted by the assistant to the Chief Signal Officer as to what officer, person, or division received communications should be referred for action and after such notation charge cards are returned to the mail and record room where they are held in a file pending the proper disposition of received communication and its return to the mail and record room for filing, upon such return charge card being destroyed. These charge cards are for the purpose of keeping track of recorded received communications, pending reply or attention.

An index card is typewritten and a carbon copy made for every reply to a recorded received communication, the carbon copy being filed in document files under its serial number, and the index card (cross-reference cards also being made where deemed necessary) filed in an index file under alphabetical arrangement of subject, subsubject, or name.

Document files.—The files used to hold recorded communications and replies are document files, being composed of file boxes 11 inches in height, 14½ inches in depth, and 5 inches in width, these boxes being arranged in racks along the sides of the mail and record room. They are arranged to hold folded papers of the approximate size of 8 inches

by 3½. In these files, under serial file numbers, received recorded communications, replies, and any other papers relating thereto, are filed together with carbon copies of record cards and index cards, the papers being placed behind such cards, and all being placed in jackets.

Where papers are sent out of the office or where the received communication is in the nature of a document to be returned a photostat copy is made of same and filed in document files in place of recorded received communication or reply, a copy of everything that goes through the mail and record room being kept in this way. The work of making these photostats is done in the Lemon Building by an enlisted man.

Index files.—Index files are of the same general character as the document files and are arranged in alphabetical divisions in which record cards and cross-reference cards are filed in their alphabetical arrangement of subject, subsubject, or name.

Outgoing correspondence.—Letters are either dictated to a stenographer by an officer, chief clerk, or correspondence clerk in this division or written by the correspondence clerk direct, after which they are submitted for signature to the Chief Signal Officer or, in some cases, to the chief clerk. Letters are typewritten and carbon copies made, except where reply is by indorsement, in which case a copy of the communication and reply is made by the photostat. Outgoing letters with envelopes and carbon copies are then sent to the mail and record room for dispatching, carbon copy being checked as to inclosures by the mail and record clerks.

The care of matters affecting the commissioned, enlisted, and civilian force of the Signal Corps.—Correspondence and papers relating to the personnel of the Signal Corps are filed, without being recorded in the mail and record room, in document files in the chief clerk's office, a card record being also kept so as to show the record of commissioned, enlisted, and civilian force of the corps, separate files being maintained for each. The muster rolls of the Signal Corps are also filed in this office, after being searched for noting of discharges and other information on card records, these card records being kept for the information of the Chief Signal Officer or other officers of the Signal Corps.

Organization and salary roll.—This division has eight clerks of the following salary grades:

Chief clerk	$2,000
1 clerk of class 4	1,800
1 clerk of class 2	1,400
2 clerks of class 1	2,400
3 clerks at $1,000	3,000
	10,600

There are also four messengers for the Signal Corps—three at $840 and one at $720.

The following is a list of clerks engaged in this division, and shows the nature of the work upon which each is engaged and their salaries:

Chief clerk's room:	
H. G. Flynn, chief clerk	$2,000
W. M. Reading, assistant to chief clerk; also takes direct charge of the personnel work of the Signal Corps	1,800
J. J. Mullaney, general work of correspondence, keeping personnel records, stenographer	1,200
G. K. Fisher, stenographer. Keeps track of civil service cases, etc.	1,000
J. W. Stepp, stenographer; also assists Chief of Signal Office in compilation of manuals, etc	1,000
Mail and record room:	
P. A. Bacon, in charge of recording, indexing, filing, and dispatching	1,400
Mrs. Eleanor Duryea, recording, indexing, filing, and dispatching	1,200
J. M. Borochoff, recording, indexing, filing, and dispatching	1,000
	10,600

Description of the Location, Work, Methods, Organization, and Expenses of the Office of the Electrical and Telegraph Division of the Signal Corps.

LOCATION.

This division is located at 1710 Pennsylvania Avenue, all of the building being occupied by it, the offices being situated on the upper floor. There are 10 clerks employed in this division, and there is also one vacancy open.

The Electrical and Telegraph Division has charge of administrative matters and records pertaining to the installation of fire control at Coast Artillery posts; of the selection of apparatus and devices, the preparation and issuing of all specifications and drawings for technical equipment and supplies of the Signal Corps and of engineering circulars and bulletins; of the assignment of serial numbers to new instruments, cables, and the records pertaining thereto; of requisitions for electrical material; construction of special vehicles, and usual signaling apparatus and the recommending on all technical matters which may be submitted; also has charge of all matters relating to the operation, maintenance, and repair of all Signal Corps telegraph, telephone, and cable lines; the War Department telegraphic code; printing, blank forms, and the auditing of property accounts of persons responsible to the United States for property pertaining to the Signal Corps of the Army.

FUNCTIONS AND WORK.

The main work of the office of this division is as follows: (1) Attending to general correspondence of the divisions; (2) the supervision of the construction of electrical installations and the maintenance

thereof; (3) the preparation of specifications and drawings or correction of same; (4) the devising and developing of new type articles of equipment for special purposes; (5) the auditing of return or accounts of Signal Corps property; (6) attending to requisitions for Signal Corps property; (7) the keeping of miscellaneous files of records and correspondence.

General correspondence of the division.—The correspondence of the division is received by messenger service from the chief clerk's office, and consists of: (*a*) Recorded communications; (*b*) unrecorded communications.

Recorded communications.—All recorded communications, after proper notation, are returned to the mail and record room, in the Administrative Division, with any relevant carbon copy of reply, for filing, an extra carbon copy being made and filed by the Electrical and Telegraph Division in its own files.

Unrecorded communications.—Unrecorded communications mainly consist of correspondence and reports as follows: (*a*) With commercial houses relative to supplies and material, catalogues, etc.; (*b*) returns of property accountability officers, and correspondence relative thereto; (*c*) requisitions and correspondence relative thereto; (*d*) miscellaneous correspondence of the division, not deemed necessary to record in the mail and record room of the Signal Corps.

Outgoing correspondence.—All correspondence is typewritten, and is either dictated to a stenographer in this division or typewritten direct by clerk. Carbon copies are made, two in the case of recorded correspondence. Outgoing letters are either signed by the acting officer of this division and mailed direct from the division or sent to the Administrative Division for the signature of the chief signal officer, when, as in all recorded correspondence, it is dispatched from the mail and record room in the Administrative Division.

Filing correspondence.—Unrecorded correspondence, and in some instances copies of recorded correspondence, is filed in this division in flat vertical files, no recording thereof being made. These files are arranged subjectively and alphabetically, the main subjective divisions being as follows: Commercial file; post file; general subjects file.

Correspondence directly relating to property returns and requisitions is filed with such returns and requisitions.

The auditing and filing of property returns.—All property of the Signal Corps is kept track of by this division, records being kept as to where such property is held and by whom. These records are all made outside of the office of this division (excepting in the case of the three general supply depots), and the work of this division consists of the examination and verification of such records, and seeing that all property is properly accounted for. Any discrepancies

found in such reports are, of course, made the subject of correspondence, and this correspondence is conducted by the same clerks attending to the examination, verifying, and filing of records.

These property records consist of: (*a*) A monthly abstract showing property purchased by the different disbursing officers, showing thereon amount of property purchased and to whom issued, (*b*) a semiannual return made by all persons accountable for Signal Corps property, such return being made as at June 30 and December 31, showing material on hand at beginning of half-yearly period, material received and issued during such period, and material on hand at end of period. Where any person accountable for Signal Corps property is relieved of such accountability, a return is made similar to semiannual return, at the time of such relief or transfer of liability; (*c*) vouchers filed with such returns showing all property used, expended, or lost in period of such return, for which credit is taken thereon, receipts for all property turned over or transferred to some other person who is to be charged with such transferred property; also invoices of property received, as scheduled on returns.

The above records consist of printed forms which are duly filled out, and received by this division for purposes of auditing and filing. Property returns as disposed of are filed in document files by divisions, posts, or persons, and the monthly abstracts of the different disbursing officers are filed by months. An alphabetical card index and record is kept of all officers accountable for property and this record is noted with the date of period of accountability, examination of returns, and final disposition of same.

The number of returns by persons accountable for property as described above is approximately 2,700 per annum, and the number of abstracts showing property purchased by the different disbursing officers is approximately 200 per annum.

General supply depots.—There are three general supply depots maintained, as follows: Fort Wood, New York Harbor; Fort Omaha, Nebr.; and Fort Mason, Cal., which in place of such semiannual returns send in a daily report of all property received and issued, together with corresponding invoices and receipts, also showing balance on hand of property affected thereby. The property accountability clerks in this division enter from these daily reports such receipt and issue of property on a stock record card. This record is maintained on cards in four divisions, "Fire control," "Signal Service," "Depot equipment," and "War reserve." Cards for each division are grouped in files, a card being maintained for each kind of material or property, this card being ruled off to show, under each general supply depot, the receipt, issue, and balance on hand of such material or property.

The invoices or receipts showing receipt or disposition of property accompanying daily record cards are checked against same, and are then filed under each depot by serial number, pending receipt of semiannual reports or returns from property accountability officers to whom such property has been issued, at which time the receipts are checked against such returns and the invoices being checked against monthly abstracts of disbursing officers.

The main functions of the clerks in this division attending to work of property accounting are as follows:

Semiannual returns.—(1) Checking forward previous balances of property as shown on last return to current return; (2) checking certificates of property lost or destroyed, or expended against return, to see whether credit is properly taken thereon; (3) checking receipts or invoices against returns, to see whether properly credited or charged thereon, then checking same against corresponding invoices or receipts sent by general supply depot or some other property accountability officer; (4) notifying property officers of correctness of return (a card form being used) or any errors therein; (5) keeping alphabetical card index of numbered record card; (6) keeping record card of property accountability officers.

General supply depots.—(7) Checking monthly abstract of property purchased and issued to the disbursing officers against invoices sent in with general supply depot daily reports or, in some cases, by other property accountability officers; (8) checking general supply depot daily reports against corresponding invoices and receipts submitted therewith; (9) posting on general supply depot stock cards receipt and issue of property as shown by daily report.

Requisitions for property and material.—Requisitions for property or material wanted by the various organizations and posts of the Signal Corps are made on printed forms which come after being opened direct to this division and are given a sequence number. After notation and approval by one of the engineers in this division, requisitions are turned over to the requisition clerks who thereupon give each requisition a serial number, then checks same off against stock cards of the general supply depots, to see whether requisition or part of requisition can be profitably filled from the stock of the nearest of these depots. If so, a pencil memorandum is made opposite each item of requisition showing depot from which to be ordered, and where the stock of such material is running low in any depot from which material is ordered, a pencil notation of the requisition number and amount ordered out is made on the general supply depot stock card.

An order is then made on one or more of the three general supply depots to furnish property requisitioned and approved to the property accountability officer making such requisition, and this order

after being filled by the general supply depot is returned by them with a notation of the date of shipment to the property officer making requisition, and how shipped.

Where property or material can not be so filled from the stock of any of the general supply depots, an order is made on the Disbursing Division to purchase property or material and ship via the nearest general supply depot or direct to the property officer making requisition.

These orders to the Disbursing Division are typewritten on forms by one of the clerks attending to requisition work, a carbon copy thereof being made. A photostat copy of all filled orders is sent to this division by the Disbursing Division, and these are filed by order numbers. Requisitions, carbon copies of orders, and any correspondence relative thereto, are filed in flat vertical files under divisions of organizations and posts in serial order number of requisitions. Correspondence relative to delivery or concerning settlement of technical features of articles on order are filed under the order number.

When an action has been taken on a requisition a mimeographed form letter is filled out and sent to the division headquarters of organization or post making requisition, in duplicate, showing the receipt and disposition of same. A triplicate carbon copy is filed with requisition.

A quarterly requisition is made out by each of the three general supply depots for the replenishing of needed material and supplies, and these requisitions are passed upon in a similar manner as requisitions from organizations and posts.

Requisitions are indexed on card indexes by requisition numbers, posts, and organizations, and a price-card index is also kept under property or material giving prices, manufacturer, and other relative data.

The main functions of the clerks in this division attending to requisitions are as follows: (1) Giving requisitions serial numbers, checking against general supply stock cards to see whether requisition can be filled from general supply stock; (2) making order in duplicate on general supply depot for property requisitioned, original being sent to the general supply depot and the duplicate being filed by requisition number; (3) or where requisition can not be filled from stock at a general supply depot, making a request for purchase and delivery in duplicate, sending original to Disbursing Division, and filling duplicate under requisition number; (4) sending form letter of advice in duplicate to the chief signal officer of division from which requisition is made, advising as to the maker of requisition and how disposed of, triplicate carbon copy being filed under requisition number; (5) filing requisitions, orders, and relative corespondence, and indexing same; (6) entering in red ink on

stock cards of order number, date of delivery, and number of items for which orders have been placed in the Disbursing Division.

MISCELLANEOUS WORK AND RECORDS OF THE DIVISION.

The miscellaneous work of the division is as follows: (a) Filing catalogues of commercial firms and indexing same; (b) filing post-telephone installation reports and fire-control installation reports under posts, in chronological order; (c) filing plans for installation; (d) keeping card records of cable data and codes; (e) making, indexing, and filing of specifications, drawings, and affiliated records; (f) keeping track of printing and stationery.

ORGANIZATION AND SALARY ROLL.

The division has 11 clerks of the following salary grades:

1 clerk of class 4 at	$1,800
3 clerks of class 1 at	3,600
7 clerks (including one vacancy) at	7,000
Total salary expense	12,400

The following is a list of clerks engaged in this division and shows the nature of the work upon which each is engaged, and their respective salaries:

M. W. Perley, principal clerk, general supervision of clerical work and records of this division	$1,800
A. C. Wright, in charge of work of property accounting	1,200
J. A. Bethune, assisting in work of property accounting	1,000
W. H. Barrett, assisting in work of property accounting	1,000
J. I. Baxter, in charge of requisition work	1,200
E. J. Williams, assisting in requisition work	1,000
Vacancy—assisting in requisition work	1,000
J. A. Duffy, stenographer for engineers, filing and indexing catalogues	1,200
A. B. Crawford, stenographer	1,000
S. Rubenstein, in charge of specifications, drawings, and affiliated records	1,000
L. S. Connelly, filing correspondence, carding prices, keeping cable records, stationery, and War Department telegraph codes	1,000
Total	12,400

A Description of the Location, Work, Methods, Organization, and Salary Expenses of the Disbursing Division of the Signal Corps.

LOCATION.

The Disbursing Division occupies room No. 440 on the fourth floor of the State, War, and Navy Building, and seven employees are engaged in the work of this division, there being also two vacancies open and unfilled.

FUNCTIONS AND WORK.

The Disbursing Division has charge of the following: (1) The procuring of quotations and samples, issuing of advertisements, abstracting bids, making awards, placing orders, arranging for inspection and shipment of supplies, the giving of notice to consignees, the invoicing and proper accounting for such supplies; (2) the payment of accounts, the collecting of bills, and all other duties pertaining to disbursements, and the auditing of accounts of persons responsible to the United States for money pertaining to the Signal Corps of the Army; (3) the keeping of accounts of, making requisitions upon, and arranging for transfers to officers from appropriations.

Purchases.—Requests for purchases come to this division from the Electrical and Telegraph Division and upon approval a form letter for quotation requests is sent out to a list of concerns presumably interested, a carbon copy being made and noted with the names of such firms and filed in suspense until replies are received. When the order is placed, request with this carbon copy is filed in document files under serial number of quotation request, requisitions from the Electrical and Telegraph Division being filed under requisition number. Purchases are made in this manner when the amount is under $500, or in cases of larger amounts where there is no competition.

When orders are over $500 an advertisement for proposal for supplies or services is sent out to known dealers, being sent and received back in duplicate. Pending return of bids, a carbon copy is held in jacket with a notation as to whom same have been sent, the jackets being filed under serial proposal number given in this division. The bids themselves are kept under lock and key until date of opening, when they are abstracted and awards made to lowest responsible bidder.

All bids are filed in a jacket in serial order of proposal number, the accepted bid being afterwards extracted and attached to contract or to voucher when paid.

Upon acceptance of lowest quotation or bid a purchase order is issued and photographic copies of this order are made, copies being sent to the Electrical and Telegraph Division, consignees, inspecting officers, filed with correspondence, and a copy mounted on an order card.

The accepted bid and photostat copy of purchase order is attached to voucher when paid.

This order card is kept in an alphabetical file as a follow-up for proper delivery of orders and as a full record of such order. Upon final disposition of order by voucher being paid they are filed in a "paid" file, in alphabetical order.

A price card is kept in order of material for reference purposes.

Payment of accounts.—Bills are received in duplicate on prescribed forms of the War Department, with invoice form also in duplicate, usually also with quartermaster's receipt, and, after satisfactory audit and inspection, are in order for payment.

A letter of authority is also issued to officers, authorizing disbursement of funds, to purchase direct or pay services, photo copies being made thereof for correspondence file, record card, and the Electrical and Telegraph Division.

Bills are usually paid monthly, on the 5th and 20th, or in the interim where discounts may be taken, etc. A printed form is sent with all checks, the stub of which is detached by payee and returned to the Disbursing Division, and these stubs are filed by check number as receipts for checks.

Books of accounts and record.—Cash book: A columnar cash book is kept, ruled off by appropriations, under which entries are made of the receipts and disbursements of funds, the amounts of checks issued being entered in total as affecting appropriations, and not individually.

Appropriation ledger: Accounts are kept in this ledger by appropriations to show current status of same. This book is entered from daily transcripts furnished by the Division of Requisitions and Accounts of the War Department, and should be in balance with accounts in that division.

Allotment record: Accounts are kept in this record of apropriations, and under these the allotments under same. This book is entered up from authority record cards and order record cards, referred to herein, and is kept for the information and guidance of the Chief Signal Officer, and to show the current status of allotments.

Record of disbursements by disbursing officers: Accounts are kept in this record with disbursing officers, showing their receipts, disbursements, and balances, being entered up from accounts current rendered by them before being turned over to the Auditor for the War Department.

Record of certificates of deposit: Certificates of deposit, showing funds deposited with the United States Treasury to credit of certain appropriations, are entered up in this book, as received from the Division of Requisitions and Accounts of the War Department, under name of officer depositing.

Register of remittances: This register is entered up from monthly statements of remittances forwarded by telegraph operators of the Signal Corps to this division. This register is ruled off to show operator, station, and amounts under calendar months of the year, and is kept for the purpose of checking up the accounts current submitted by certain disbursing officers as to moneys received from telegraph operators before these accounts are submitted to the Auditor for the War Department.

Monthly accounts current and abstracts: Monthly abstracts of expenditures are kept as follows: (1) Abstract of articles purchased; (2) abstract of articles purchased for immediate expenditure; (3) abstract of expenditures by appropriations.

A duplicate copy of the abstract of articles purchased and paid for is sent monthly to the Electrical and Telegraph Division, showing thereon to whom such purchases have been issued. Every six months receipts covering items shown on these abstracts are sent to the Electrical and Telegraph Division, the same being obtained from parties receiving materials. Carbon copies of these abstracts are retained in this division and filed with copies of accounts current, an account current being made monthly and rendered to the Auditor for the War Department, showing all receipts, disbursements, and balances, by appropriations, being balanced with cash book.

In this division track is kept of property issued to the State Militia or other departments or bureaus of the Government for the purpose of obtaining proper reimbursement from them to the credit of the Signal Corps appropriations.

Correspondence: All letters are typewritten and sent out from this division direct. The clerks attending to certain work usually write letters and fill out forms pertaining to such work, and what little general correspondence there is that is not filed under order, quotation, or requisition number is filed in a flat, vertical, general-correspondence file, in alphabetical order.

Organization and salary roll.—This division has nine clerks of the following salary grades:

1 clerk of class 3	$1,600
1 clerk of class 2	1,400
1 clerk of class 1	1,200
6 clerks, at $1,000	6,000
Total	10,200

The following is a list of such clerks employed in this division and shows the nature of the work upon which each is engaged and their specific salaries:

G. I. Rowley, principal clerk, general supervision of clerical work and records of this division	$1,600
S. N. Bernhardt, handling reimbursement of funds from the State Militia, etc	1,400
A. Larviere, examination of disbursing officer's accounts, paying bills, and keeping records	1,200
F. E. Nelson, paying bills and keeping records	1,000
C. W. Knight, paying bills and keeping records	1,000
G. A. Buswell, issuing advertisements, placing orders, and relative work	1,000
J. W. Shiferli, issuing advertisements, placing orders, and relative work	1,000
Two vacancies	2,000
	10,200

Critical Comment and Constructive Recommendations.

The conclusions of the commission and its recommendations are discussed under the following general captions:

1. Briefing, recording, indexing, and filing of correspondence in the mail and record section of the Administrative Division.
2. The making out of charge cards for received communications in the mail and record section of the Administrative Division.
3. The use of the daily report cards sent in from general survey depots to the Electrical and Telegraph Division.
4. The location of offices of the Signal Corps.

BRIEFING, RECORDING, INDEXING, AND FILING CORRESPONDENCE IN THE MAIL AND RECORD SECTION OF THE ADMINISTRATIVE DIVISION OF THE SIGNAL CORPS.

In the mail and record section of the Administrative Division certain correspondence of the Signal Corps is given a serial file number and is recorded on record and index cards in duplicate, in addition to which other index cards are made to further index subject matter or names on such received recorded communications or replies thereto, and such recorded communications with their relevant replies or papers are, upon disposition, filed folded in serial numerical order in document files, with the duplicate copies of record and index cards, the original record, index, and cross-index cards being filed in index files under alphabetical arrangement of subject, sub-subject, or name. This present method of folding and filing documents and papers in document files under serial numerical file numbers, together with the making and filing of record and index cards, should, in the opinion of this commission, be discontinued, in accordance with recommendations contained herein. The following functions of work, by the adoption of these recommendations, would be entirely eliminated:

1. The making out of a record card in duplicate for every communication relating to a new subject or case.
2. The making out of an index card in duplicate for every other received communication.
3. The making out of an index card in duplicate for every reply to a received recorded communication.
4. The consequent filing of original and duplicate index and record cards: (*a*) The filing of original in index files; (*b*) the filing of duplicates in document files with original papers.

The following work would also be changed:

1. The folding and filing of papers or documents in document files under serial number.

2. The making out and filing of cross-reference cards, except in exceptional cases.

The filing of correspondence and papers in flat vertical files under self-indexing subjective arrangement would make unnecessary the functions of work as described above (1–4), and to a large extent would also make unnecessary the cross-indexing of correspondence.

RECOMMENDATIONS.

It is recommended by this commission that a change be made in the methods of filing correspondence now being followed in the mail and record room of the Signal Corps, in general accordance with the recommendations contained in Circular No. 21 issued by the commission on this subject, and which, specifically, are as follows:

1. That the system of folding correspondence and filing in document files should be discontinued, and that all correspondence should be filed flat in vertical files.

2. That the briefing of correspondence should be discontinued.

3. That all correspondence, both incoming and copies of outgoing, should be filed upon a subjective classification arranged as nearly as possible upon a self-indexing basis, and where numbers are regarded as essential, that a logical arrangement of numbers under a decimal or analogous system should be employed.

4. That no card record of incoming or outgoing correspondence should be made, thus discontinuing the making out of record and index cards now being made, excepting in certain cases where a cross-reference card or index would seem to be logically necessary.

Attention is drawn to the fact that of the total received communications, estimated at an annual approximate number of 220,000, only about 4,000 of such communications are affected by the recommendations contained herein, this being the estimated number of communications which it is at present the duty of the clerks in the mail and record section to attend to by indexing, recording, and filing papers and cards relative thereto, the remaining balance of communications going to other divisions of the Signal Corps to be filed by them in their own files.

The reason for making these recommendations is because of the fact that while the present system may be efficient it entails an excessive amount of clerical work, and thereby cost, and in the opinion of this commission the method advocated herein of filing correspondence in flat vertical files arranged on a self-indexing basis will be more efficient than the present method, and much more economical.

The essential requirements of the filing system, in the approximate order of their importance, which have been considered in making these recommendations may be stated as follows: (*a*) Certainty of

obtaining a particular paper or of obtaining all the papers relating to a particular subject, and this certainty to be independent of the time that has elapsed since the filing of the paper; (*b*) rapidity of obtaining a particular paper or of obtaining all papers relating to a particular subject, and this rapidity to be only slightly affected by the time which has elapsed since filing; (*c*) rapidity with which documents may be filed; (*d*) cheapness of operating the system; (*e*) simplicity; (*f*) reduction to a minimum of the space required for documents; (*g*) miscellaneous minor requirements and desirable features, such as cross-references, numbering, etc.

It is not the idea of this commission to abolish all indexes, the contention being that arranging the files of papers themselves upon a logical, self-indexing basis of subjects or names would naturally make unnecessary the keeping of an index to refer thereto in the great majority of cases, and where, in the opinion of the filing clerks or other people upon whom this duty might devolve, a further reference or classification might be desirable, a proper cross reference might then be made out covering these cases and filed in their proper subjective arrangement in the files. It is believed that the logical arrangment of files by subjects or names will be found much better than the arbitrary numerical system which places files of papers in juxtaposition without regard to their nature or relation, and which makes necessary the prior function of referring in all cases to an index before being able to procure desired papers. It is also the experience of this commission that papers arranged in flat, vertical files are more accessible for reference than when folded in document files, and where this method is in use in Government and other offices it has been found most satisfactory in every respect.

The following is a list of clerks engaged in the mail and record room, and show the nature of the work upon which each is engaged and their respective salaries.

P. A. Bacon, in charge of recording, indexing, filing, and dispatching	$1,400
Mrs. Eleanor Duryea, recording, indexing, filing, and dispatching	1,200
J. M. Borochoff, recording, indexing, filing, and dispatching	1,000
	3,600

Practically the entire duty of these employees is in the recording, indexing, and filing of some 15 letters a day, with their relevant replies and papers, and the care of the document and index files of such recorded communications.

In the opinion of this commission the work now being done by these three clerks can be adequately and efficiently performed by one clerk, the main work of whom would be the custody of the present files, the filing of correspondence (now being recorded and filed numerically) in flat vertical files arranged under a subjective self-

indexing classification, and the other work of folding and inclosing and checking inclosures incurred in the dispatching of some eight letters a day, and the keeping of the stationery stock and record of the Signal Office.

The work incidental to the filing of the approximate number of some 15 letters a day would not seem reasonably such as to incur the services of three employees, even though the most punctilious care and attention be given thereto, even were the number of the communications handled greatly in excess of what they are, and in the opinion of this commission the duties and work devolving upon them could readily and carefully be performed by one clerk, who should also have considerable time to devote to other duties.

The per capita work of three clerks in the mail and record section in recording, indexing, and filing some 15 letters a day, with their relevant replies, is functionally as follows:

Per capita.—Five communications and five replies.

Constructive functions:

1. Numbering 5 received communications.
2. Briefing 5 received communications.
3. Typewriting 5 original record or index cards and making 5 carbon copies thereof for received communications.
4. Typewriting 15 original index cards (an approximate number of 3 per communication) for cross-index purposes.
5. Typewriting 5 original index cards and making 5 carbon copies thereof, for replies to communications.

Maintenance functions.

1. Filing 5 cards (record or index cards of communication) each in its individual alphabetical place in index files.
2. Filing 5 cards (duplicate record or index cards of communications) each in its individual numerical order in document files.
3. Filing 15 cards (index, cross, or additional references) each in its individual alphabetical order in index files.
4. Filing 5 cards (index cards of replies to communications) each in its individual alphabetical order in index files.
5. Filing 5 cards (duplicate index cards of replies to communications) each in its individual numerical order in document files.
6. Filing 5 received communications, each in its individual numerical order in document files.
7. Filing 5 carbon copies of relevant replies thereto, each in its individual numerical order in document files.

Reference functions.

1. Searching index files for file number of desired papers.
2. Locating file of papers in document files by serial number.

Under the proposed method constructive functions 2, 3, 4, 5, as enumerated, would be unnecessary, and consequently eliminated (ex-

cept that in some instances cross-reference cards would be made out), and this would also eliminate maintenance functions 1, 2, 3, 4, 5, as enumerated. To a large degree reference function 1, as enumerated, would also be found unnecessary.

Under the proposed method, the other functions enumerated would be changed as follows, and would constitute the whole functions of such method:

Constructive functions (comparative 1).—Classification of received correspondence.

Maintenance functions (comparative 5).—Filing received communications in flat vertical self-indexing files in accordance with classification; (comparative 6) filing copies of outgoing communications in flat vertical self-indexing files in accordance with classification.

Reference functions (comparative 2).—Locating under character, subject or name, in accordance with classification, desired papers.

Contingent in certain cases would be the following additional functions:

Constructive.—Making cross-references.

Reference.—Reference to classification.

It will be noticed that of the 14 functions now being performed under the present method only 4 will be necessary in most cases, and 6 in any other, under proposed method. It will also be noticed that the functions eliminated comprise the major part of the work, in the briefing of every communication and the making out of the approximate number of seven auxiliary records for every such communication with its related reply, with the subsequent filing of such seven records. The functional objective in these eliminated functions is the ready reference and location of papers when filed and desired. Under the proposed method, as against the present method, these functions will not be necessary to attain the same objective, because:

Briefing will not be necessary, as papers being filed flat the matter thereof will show identity and subject.

Record and index cards will not be necessary, as the original papers themselves will be filed under a logical arrangement of subject, subsubject, or name, thereby constituting their own indexes, and reference to original papers themselves being made in place of any reference to record cards.

Cross-index cards.—The papers themselves being filed under logical divisions of main subjects, subdivided thereunder by subsubjects or names, should tend to make cross-indexing unnecessary except in certain cases where two subjects might be referred to in one communication in such a way as to make a cross-reference necessary to preserve the harmony of the files under an established classification, whereas under the serial numerical system correspondence is

placed in files without regard to subject, subsubject, or names, thereby making its after location entirely dependent upon the manner of its indexing, which is not guided by an established classification of correlated subjects.

The making out of charge cards for received communications in the mail and record section is, in the opinion of this commission, considered an extreme of care that under ordinary conditions should not be necessary. For every received communication now being recorded a charge card is made out upon its receipt, and held in a suspense file in the mail and record room pending the disposition thereof and consequent return for filing. This charge card shows the number, date, and a brief purport of communication, and is noted with the division or person charged with its proper attention, and is destroyed when related communication is returned for filing. This seems to be a precaution that could be safely dispensed with by the exercise of the usual care being bestowed toward seeing that letters are replied to and disposed of as called for by the communication, dependence on this being left to the proper people handling correspondence. If a rule be established that letters pending disposition or action be not kept in files or in desks, pending reply or attention thereto, it would seem that this dependence upon correspondents in the Signal Corps should be sufficient.

The use of the daily report cards sent in from general supply depots to the Electrical and Telegraph Division.—A daily report card is sent in by the three general supply depots maintained at Fort Wood, New York Harbor; Fort Omaha, Nebr.; and Fort Mason, Cal., showing the daily receipt and issue of certain property and the balance on hand of property affected thereby, it being the idea and purpose of same that this showing of balances of material as affected precludes possibilities of error between the stock cards of these depots as kept in the office of the Electrical and Telegraph Division and those kept at the general supply depots, and also lessens the necessity of periodical inventories from the general supply depots to check the stock cards kept in this division of their stock.

The daily report is substantiated with invoices, receipts, or vouchers, and at present items as shown thereon are copied on same in full. The present procedure of the Electrical and Telegraph Division is to check these invoices, receipts, or vouchers against the accompanying daily report card and then to post from this daily report card to general supply depot stock cards, at the same time verifying balances of affected material as shown thereon with balances on stock cards.

It is suggested and recommended by this commission that this practice be discontinued, as the copying of items on daily report where

they are shown in full on submitted invoices, receipts, or vouchers is unnecessary duplication of work. The memorandum notations of balances could be made on such invoices, receipts, or vouchers direct, and posting and verifying be made from such invoices, receipts, and vouchers, without the use of this intermediate record of the daily report.

A daily report could be sent in from the general supply depots showing the numbers of invoices, receipts, or vouchers, with the names of the consignors and consignees, this serving as an advice and check to the Electrical and Telegraph Division that all invoices, receipts, or vouchers sent in by the general supply depots have been duly received. It is understood that these invoices and receipts are numbered in serial order by the general supply depots, and this will, of course, continue to be the practice.

It is also suggested and recommended that invoices and receipts should be filed under names of consignees and not in serial order of their numbers, as is the present practice. In a great many instances property returns are filed in this office for audit in the interim of the semiannual returns called for on June 30 and December 31, and at present there is no satisfactory check to see that such officers duly report all material received. It should also be required that all property officers making transfers of material, one to another, should send in invoices and receipts of transactions at the time of such transfer and not with the semiannual return, as is now being done. Before clearance certificate is issued there should be a check against this file under name of consignee to see that he has properly accounted for all material shipped to him.

These invoices and receipts as checked against property returns should be transferred to another file, thus leaving all invoices and receipts to be accounted for in one file.

The effect of putting this recommendation in force will be the clerical time saved at the three general supply depots in making out daily reports as at present, substituting therefor a brief memorandum of advice of invoices, receipts, or vouchers sent in, and the insuring of a more accurate audit of property returns sent in during the interim between semiannual property returns.

Location of offices of the Signal Corps.—The fact that the mail and record room in the Administrative Division of the Signal Corps is at some little distance from the other offices of the Administrative Division entails the spending of quite a considerable amount of time on the part of clerks and messengers of the Signal Corps in transit between, which would not be the case were these offices adjoining. This is also the case with the Electrical and Telegraph Division at 1710 Pennsylvania Avenue. Were the offices of this division situated

in contiguity to the other divisions of the Signal Corps a great deal of time now spent by messengers and, to a lesser degree, by the clerks, would be saved in this and other divisions of the Signal Corps. The work of the Electrical and Telegraph Division and the Disbursing Division in some respects is closely related, and were the offices of these two divisions contiguous to each other certain records now being kept in one of these divisions could be eliminated, as the same records are now being kept in both divisions. This notably is the case with the card record of material and prices, and with the photographic copies of orders placed by the Disbursing Division, now being sent to the Electrical and Telegraph Division.

Attention is drawn to these existing conditions, but no specific recommendation is made, as the matter of physical location of offices is now being separately considered by this commission and will be duly reported on.

The adoption of these recommendations will make possible a saving of $2,400 out of the total of $3,600 in salary expense in the Administrative Division of the Signal Corps of the War Department and will also save a considerable amount of clerical work at the general supply depots of the corps reporting to the Electrical and Telegraph Division.

Respectfully submitted.

F. A. Cleveland,
W. W. Warwick,
Merritt O. Chance,
Commissioners.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE CHIEF OF ORDNANCE.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE OFFICE OF THE CHIEF OF ORDNANCE.

Introduction, with Summary of Recommendations of the Commission.

The office of the Chief of Ordnance is made up of seven divisions, as follows: Mail and Record Division, Administrative Division, Small Arms and Equipment Division, Gun Division, Carriage Division, Property Division, Finance Division.

The location, organization, and work of the Mail and Record Division are described in Section II of this report. Descriptive statements for the other divisions are not presented in this report, since no recommendations on the work of these divisions are made at this time. The critical comments and constructive suggestions of the commission are set forth in Section III.

Briefly stated, the recommendations of the commission are: (1) That the recording of correspondence be discontinued; (2) that correspondence be filed flat, and as nearly as possible on a self-indexing basis.

The saving which it is thought could be effected by making these changes is $10,000, or approximately 50 per cent of the present cost.

II. Description of the Location, Work, Methods, Organization, and Salary Expense of the Mail and Record Division.

LOCATION.

The Mail and Record Division and the files in its custody occupy two rooms and part of a third on the first floor of the State, War, and Navy Building. The rooms are numbers 137, 139, and 141. The number of employees in these rooms is as follows:

Rooms 137 and 139	15
Room 141 (part)	1
	16

FUNCTIONS AND WORK.

Of the total incoming correspondence, estimated at 118,000 pieces annually, about 52,235 pieces come to this division for action. This incoming correspondence is classified as follows:

(*a*) Miscellaneous letters	17,875
(*b*) Letters from ordnance establishments	9,202
(*c*) Miscellaneous indorsements	2,807
(*d*) Indorsements from ordnance establishments	19,851
(*e*) Requisitions for ordnance supplies from colleges	1,000
(*f*) Requisitions for blanks, etc., from ordnance establishments and militia	1,500
	52,235

The work of the clerks in this division consists of briefing, recording, indexing, and filing these incoming communications, together with the handling and filing of approximately 42,000 relevant outgoing communications annually. The main processes in handling and filing this correspondence may be described as follows:

1. *Briefing.*—Typewriting an abstract of received communications in certain cases, making one carbon copy thereof.

2. *Recording.*—The carbon copy of abstract, described under "Briefing," is utilized as a record card, except where letters are from ordnance establishments, which are required to send a duplicate carbon copy, which copy is utilized as a record card.

3. *Indexing.*—Giving received communication, together with its relevant record card, a subject and serial number, and making out index cards according to the character of communication; also giving carbon copies of outgoing communications subject and serial numbers and preparing index cards where necessary.

4. *Filing.*—Filing duplicate copies of received communications or carbon copies of abstracts (which serve as record cards) and carbon copies of outgoing communications in "record card files," and filing original received communications in "document files." Both files are maintained in the same numerical order, the record cards being filed flat in chronological order under their specific subject number, and the original received communications being filed folded in document files in chronological order under the same subject number.

This division handles, as stated, an approximate number of 52,235 incoming communications annually and an approximate number of 42,000 outgoing communications, which are required to be recorded, indexed, and filed. The incoming communications are filed in document files, being folded and filed chronologically under separate file numbers. File numbers are given to general subjects, and each communication is filed under the general subject number to which it pertains. In addition to these document files a record-card file is

maintained under the same subject file numbers, and in these files duplicate copies of incoming communications or a prepared abstract or brief are filed, together with carbon copies of outgoing communications. Thus there are two files maintained in the same order covering incoming communications, i. e., document files in which are filed original received communications, and record-card files in which are filed copies or abstracts of the communications.

One card index serves as an index to both files. General subjects have been given a subject file number, and all correspondence pertaining to a certain subject is filed under a file number according to the subject of communication. In addition to the general file number each communication and its related record cards (carbon copies or abstracts) are given a serial number which shows its consecutive number under file number. Related matters under a subject file number are cross indexed or referred to each other by these serial numbers, a notation being made on both the subsequent and prior letters of the serial number, in the case of the prior communication the subsequent number and in the case of the subsequent communication the prior number. A card index is maintained in alphabetical order of general subjects, under which a card is prepared and filed for each new case, this card showing a brief purport of communication and the file and serial numbers. In addition to this index another card index is maintained as a cross or additional index. The second card-index file is maintained in alphabetical order of subsubject, or name, with additional cards filed thereunder where it is deemed necessary to further index correspondence other than by its general subject designation. Index cards prepared for this file show a brief purport of communication and the file and serial numbers. Where more than one index card is prepared for one communication, carbon copies are made of the body of the card, the heading under which it is to be indexed being separately filled in. There are about 61,000 index and cross-index cards prepared annually covering incoming and outgoing correspondence filed in this division.

DESCRIPTION OF FILES.

1. *General-index files.*—A card index, maintained in alphabetical order of subjects, which subjects are numbered. A card, 3¼ by 5 inches, is made out, showing a brief purport of communication and the file and serial numbers. One of these cards is filed whenever a new subject is opened.

2. *Cross-reference index files.*—A card-index file, maintained in alphabetical order of subsubjects or names, the object and intent of same being to enable reference to filed correspondence under other than general subject. A card, 3½ by 5 inches, shows file and serial

numbers and a brief purport of communication; as many cards prepared to cross-index correspondence as may be deemed necessary.

3. *Record-card files.*—Duplicate copies of received communications or prepared abstracts thereof, together with carbon copies of relevant outgoing communications, are filed in these files under a given subject file number. Each number is given a folder of the loose-leaf type, in which correspondence, as represented by carbon copies, is filed flat in chronological order, being given a serial number according to sequence in folder. A cross reference to other relevant correspondence in same file is made by a notation on both the prior and subsequent communications.

4. *Document files.*—Received communications are filed, folded, in document files and arranged chronologically according to subject numbers, which are the same as in the record-card files. The communications are given the same serial numbers and are cross referred to in the same manner as in the case of related papers in the record-card files.

METHODS AND PROCEDURE.

The methods of handling correspondence are described under the heads of "received communications" and "outgoing communications."

Received communications.—Received communications are given general file number, according to the character of such communications, this being usually done from the memory of the clerks who are familiar with such numbers. Where communications do not come in with duplicate carbon copies attached, a brief abstract is made in duplicate of the communication, the original being attached to the communication as a brief, and the duplicate being filed in the record-card files. The letters and indorsements from ordnance establishments are received in duplicate and in such form that they do not require briefing. This is also the case with miscellaneous indorsements so that only miscellaneous incoming letters and requisitions for ordnance supplies from colleges to the approximate number of 18,875 necessitate the preparation of briefs or abstracts. Upon the general file number being ascertained and noted on the received communication and its relevant carbon copy of abstract, same are referred to a clerk who keeps a card record of subject file numbers on which is noted the last serial number of papers thereunder. This clerk then refers to the appropriate subject file number on his record, and notes on the received communication and its relevant carbon copy or abstract the proper serial number, a notation being made on the record that this number has been given, so that the subsequent communication may take the following number.

The received communication with its relevant carbon is then turned over to the index clerk, who prepares index cards, if necessary, and makes notation on papers as to any previous correspondence on the same matter as shown by indexes. The received communication is then sent for attention or reply to the proper division, either with or without a record card according to the needs of the case. The relevant carbon copy or abstract is then filed in record-card files. For each file number there is a loose-leaf folder, and the carbon copies or abstracts are filed flat in chronological order, which is also according to the serial number. A cross reference is made on related communications of these serial numbers, preceding or subsequent, thus enabling reference to be made to related cases in general subject file.

Upon the return of a received communication to this divison for filing it is filed in document files according to the file and serial numbers shown thereon, a cross reference to any related case being made on the prior communication showing the serial number of the subsequent letter.

Outgoing communications.—There are about 42,000 carbon copies of outgoing communications filed in this division annually. These carbon copies are filed in record-card files, the subject numbers being noted thereon, together with their serial numbers. Index cards are prepared where deemed necessary. After the carbon copies are detached from the outgoing communications the letters are placed in envelopes and dispatched. Envelopes are addressed in this division, but in about 75 per cent of the cases printed envelopes are used.

ORGANIZATION AND SALARY ROLL.

This division has 16 clerks of the following salary grades:

1 clerk, class 4	$1,800
2 clerks, class 3	3,200
1 clerk, class 2	1,400
10 clerks, class 1	12,000
2 clerks, class E	2,000
	20,400

III. Constructive Recommendations.

This division handles annually in the manner described in the preceding section of this report approximately 52,000 incoming communications, together with about 42,000 outgoing communications.

The commission recommends that the present method of handling and filing correspondence be changed in general accordance with the recommendations contained in Circular No. 21, issued by the commission on this subject and which specifically are as follows:

1. That the system of folding correspondence and filing in document files should be discontinued and that all correspondence should be filed flat in vertical files.

2. That all correspondence, both incoming and copies of outgoing, should be filed upon a subjective classification arranged as nearly as possible upon a self-indexing basis, and where numbers are regarded as essential that a logical arrangement of numbers under a decimal or analogous system should be employed.

3. That no card record of incoming or outgoing correspondence should be made, thus discontinuing the further maintenance of the card record files kept in this division.

Under the present method two files of correspondence are maintained, namely:

Document files.—In which original incoming communications are filed folded.

Record card files.—In which duplicate carbon copies of incoming communications, or abstracts thereof, and carbon copies of outgoing communications, are filed flat.

Under the method recommended but one file of correspondence would be maintained, namely:

Vertical correspondence files.—In which original incoming communications (or where same are not available, copies thereof) and carbon copies of outgoing communications would be filed.

Briefly, maintenance of record-card files, making out of index cards, with the serial numbering of both original communications and related record cards and carbon copies of outgoing communications, comprise the major part of the work of the clerks in this division, and with the practical elimination thereof, as would be the case under the proposed method, it is conservatively estimated that one-half the present force of 18 clerks could adequately and satisfactorily carry on the work of the division, leaving the organization of this division as follows:

Chief clerk, class 4	$1,800
1 clerk, class 3	1,600
1 clerk, class 2	1,400
3 clerks, class 1	3,600
2 clerks, at $1,000	2,000
	10,400

The present salary expense of the division is $20,400.

Respectfully submitted.

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Commissioners.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE MAIL AND RECORD DIVISION OF THE DEPARTMENT OF JUSTICE.

THE HANDLING AND FILING OF CORRESPONDENCE IN THE MAIL AND RECORD DIVISION OF THE DEPARTMENT OF JUSTICE.

INTRODUCTION.

1. CONCLUSIONS AND RECOMMENDATIONS, WITH SUMMARY OF ESTIMATED SAVINGS.

As a result of the inquiry into the present methods of handling and filing correspondence in the Department of Justice the commission has arrived at the following conclusions:

It is recommended:

1. That the units of the active or current file be segregated in the several offices handling correspondence, the central file being maintained only as the repository of closed cases.

2. That the correspondence be arranged upon a self-indexing basis, in keeping with a uniform subjective classification to be devised for the correspondence relating to cases.

3. That the present practice of recording and indexing correspondence be substantially discontinued, no indexes being prepared except where a cross-reference would seem to be logically necessary.

4. That the present practice of press copying correspondence be discontinued.

5. That the departmental docket of cases maintained in the central file be discontinued.

The foregoing recommendations affect the department as a whole; critical comment on the procedure of the several divisions, with recommendations of a less important character, are submitted in the body of this report.

Summary of estimated savings.—The direct and tangible savings which will be effected by the changes recommended in the Department of Justice are as follows:

Division of Mails and Files		$13,820
1 clerk (class 4)	$1,800	
1 clerk (class 2)	1,400	
1 clerk (class 1)	1,200	
6 clerks (at $1,000)	6,000	
3 clerks (at $900)	2,700	
1 messenger (at $720)	720	
Bureau defending suits in the Court of Claims		2,000
		15,820

In addition to the foregoing economy, which can be effected as soon as the proposed system is installed, changes are recommended which will result in a reduction of work in other offices of this department, although the saving of time will not be sufficient to reduce the force which is required to discharge the business of the several offices affected. The clerks engaged in the work, which will be changed or modified if the recommendations of this report are put into effect, will be available—to the extent of the saving of time effected—for the performance of other duties.

In conclusion, it is thought that the changes outlined in this report will effect the foregoing economies with increased efficiency in handling and filing correspondence.

2. GENERAL STATEMENT OF THE SCOPE OF THE INQUIRY.

The Department of Justice is charged with the direction and supervision of the law business of the Federal Government and with the administration of penal and reformatory institutions. The work which falls on the central office relates primarily to the supervision of the officers of the United States courts (including attorneys, marshals, and clerks) and to the giving of opinions requested by the President and the heads of departments. Practically all of the business comes before the department in the form of written communications or correspondence.

The character of the correspondence handled or prepared in the Department of Justice is not easily described or classified. It is distinctively legal in character; the subjects covered are as varied as the activities of the Government itself. The correspondence embraces communications with the President touching the constitutionality of measures submitted to him for his approval, and numerous other matters, such as allowances of claims in special cases, applications for pardons, etc.; with the executive departments, varying according to the work of the department: with the congressional committees in reference to suggested legislation, appointments, etc.; with the United States attorneys and marshals (with the supervision and direction of whom the department is charged): and with individuals throughout the country. The form of the correspondence is equally varied, consisting of letters of instruction, reports, opinions, telegrams, miscellaneous communications, etc.

The present inquiry embraces a consideration, in detail, of the methods and practices pursued in the handling and filing correspondence of this department in order to determine to what extent existing methods should be changed to produce more economical and efficient results. Such a study should be approached from the viewpoint of existing organization.

3. ORGANIZATION OF THE DEPARTMENT IN GENERAL OUTLINE.

The organization of the Department of Justice, as shown by the outline prepared by the President's Commission on Economy and Efficiency, is as follows:

Department of Justice:

1. General administration.
    1. Office proper of the Attorney General.
    2. Chief clerk and superintendent of buildings.
        1. Mail and Files Division.
        2. Supply Division.
        3. Library.
        4. Telegraph and telephone service.
        5. General stenographers.
        6. Mechanical and subclerical force.
        7. Transportation.
    3. Superintendent of prisons.
    4. Bureau of Investigation.
    5. Division of Accounts.
    6. Disbursing clerk.
    7. Appointment clerk.
    8. Committee on promotions.
2. Group of legal offices.
    1. Solicitor General.
    2. Assistant to the Attorney General.
    3. Assistant Attorney General.
    4. Assistant Attorney General.
    5. Assistant Attorney General.
    6. Assistant Attorney General.
    7. Assistant Attorney General.
    8. Assistant Attorney General.
    9. Public Lands Division.
    10. Attorney in charge of titles.
    11. Attorney in charge of pardons.
    12. Assistant Attorney General for the Department of the Interior.
    13. Assistant Attorney General for the Post Office Department.
    14. Solicitor for the Department of State.
    15. Solicitor for the Department of the Treasury.
    16. Solicitor of Internal Revenue.
    17. Solicitor for the Department of Commerce and Labor.
    18. Commission to investigate the title of the United States to lands in the District of Columbia.

4. CENTRAL ORGANIZATION FOR HANDLING AND FILING CORRESPONDENCE.

A central departmental file has been maintained for a number of years in the Division of Mail and Files (office of chief clerk). The purpose of this general file is to centralize, as far as possible, the filing of the correspondence of this department. Experience, however, has demonstrated the inexpediency of centralization beyond a certain point. As a consequence subsidiary or segregated files are

maintained in many of the offices or bureaus of the department. In order to retain a central inspection and record of all the correspondence of the department, the Attorney General issued an order (No. 148), dated June 1, 1910, to the effect that all mail, except that of the Bureau of Investigation, should go through the central file for recording, but this order has not been strictly enforced. Furthermore, the chief of this division reports that in the neighborhood of 30,000 communications (of the 94,000 which annually pass through and are handled by the central file) are not recorded, indicating that for this part of the correspondence such central recording is either inexpedient or unnecessary.

5. SUMMARY OF REPORTED COST BY BUREAUS AND DIVISIONS.

In answer to Circular No. 5 of the President's Commission on Economy and Efficiency (dated February 1, 1911), the Department of Justice submitted data as to the methods followed, and the salary cost thereof, based upon the classification of processes outlined in that circular. Each office or division of the department handling or filing correspondence submitted individual reports. At a later date the Chief of the Division of Mail and Files (the central file where at least one-half of the entire volume of correspondence for the department is briefed, recorded, and filed) indicated that certain cost figures, showing classification of expense for the various operations as outlined, were incorrect owing to a misunderstanding of the terms used in Circular No. 5. A request was made for another statement accounting for 100 per cent of each clerk's time classified according to the outline of Circular No. 5.

From the statement submitted by the Division of Mails and Files, it is hardly possible to summarize the salary cost of each operation in handling and filing the general or departmental correspondence. The aggregate salary expense per annum for the maintenance of this division, the primary function of which is that of handling, recording, and filing (but not preparing) correspondence, is $18,940. In the neighborhood of $2,000 is expended by this division for the maintenance of the law dockets for the department and approximately $750 in the preparation of miscellaneous correspondence. The difference between the foregoing and the total salary cost per annum represents the annual expense in the handling and filing of correspondence which is referred to other divisions for action.[1] An examination of the statement furnished indicates that in the neighborhood of $1,900 is expended for supervision of the division; $900 in the assignment of the mail; $5,000 in briefing, recording, and index-

[1] Although certain small items, "Keeping up list of referees in bankruptcy" ($45) and "Compilaiton of statistics for annual record" ($300), would seem to have but incidental reference to correspondence.

ing incoming and outgoing correspondence (including the classification of mail and filing cards incidental thereto); $2,000 in the filing of correspondence; $500 for preparation of mail for signature; and $650 for dispatching the mail. The balance of the annual cost of this division is expended for miscellaneous operations which, from the information furnished, can not intelligently be classified under the foregoing operations, although they are for the most part related to or a part of such operations.[1]

6. BASIS OF PRESENT REPORT.

Representatives of the commission made a study in detail of the procedure and practices followed in the conduct of this work. In the course of the inquiry descriptive statements of organization and methods were prepared and submitted to the Department of Justice for correction and approval.

To the end that the facts on which the conclusions and recommendations herein submitted are based may be available, the descriptive statements will be found in the appendix. A full discussion of the several conclusions and recommendations will be found in Section II.

Critical Comment and Constructive Suggestions as to Present Methods of Handling and Filing Correspondence.

The critical and constructive suggestions relative to the methods of handling and filing correspondence in the Department of Justice will be presented, first, in reference to the general practice and procedure affecting the department as a whole, and, second, in reference to the local practices and procedure affecting the individual offices, bureaus, or divisions where separate files are or should be maintained. The former will consider a general scheme of filing for the department, embracing the commission's recommendations relative to certain routing operations and processes—such as recording, indexing, distributing, and filing, which, in respect to a large portion of the correspondence of the department, are centralized in the Division of Mails and Files. The latter will embrace those recommendations specifically affecting the present methods pursued in the maintenance of the local divisional files.

1. CRITICAL COMMENT AND RECOMMENDATIONS PERTAINING TO THE DEPARTMENT AS A WHOLE.

a. *Location of files.*

The units of organization through which the correspondence of the Department of Justice is handled—reference being made to what

[1] Such as "Classification of involved subjects and supplying requests for papers" ($900); "Changing the form of filing from folded to flat" ($700), etc.

might be termed the physical handling of the correspondence—consist of the central file (Division of Mails and Files) and the segregated files located in the several offices, divisions, and bureaus of the department. The purpose of the central file has been to centralize, as far as possible, the physical handling of current correspondence and the storing of closed cases. Experience of the department, however, has demonstrated the inexpediency of contralization beyond a certain point. Contrary to the movement toward centralization, the segregation of files is now applied throughout the department except in the Division of Accounts, Public Lands Division, Office of Superintendent of Prisons (in part), and the officers of the several Assistant Attorneys General, who, under the direction of the Attorney General, are charged with the preparation of the cases which arise from time to time.

The relation of the segregated or subsidiary files to the central files varies greatly. In the Bureau of Investigation all the correspondence is received direct and unopened from the chief messenger, and is opened, handled, and filed independently of the central file in the Division of Mails and Files. In another office, the superintendent of prisons, the correspondence, incoming and outgoing, bearing upon one subject of the division of work (one half of the entire volume of the correspondence) is referred for final filing to the Division of Mails and Files, whereas the correspondence, incoming and outgoing, relating to another subject or division of work is permanently filed in its own files. Again, in the Division of Accounts, where the miscellaneous correspondence, incoming and outgoing, is referred for permanent filing to the Division of Mails and Files, it is found necessary to maintain a complete file of additional copies of the outgoing correspondence. It is our opinion that a complete segregation of the active current files would produce more efficient and economical results.

Recommendation 1. It is recommended that the units or divisions of the active or current file be segregated in the several offices handling correspondence, the central file being maintained as the repository of closed cases.

A central file, conveniently located, may be desirable where each division has equal occasion to call for and refer to the correspondence of the other divisions placing reliance on it. Such is not the situation in the Department of Justice. One office, bureau, or division makes little or no reference to the correspondence handled by or prepared in another office or division. It is rare that the files of one division are consulted by another division. When such consultation is necessary it is based upon an inquiry which in the nature of

things must be addressed to the bureau by which the correspondence was prepared or handled. To the office or division preparing and handling the correspondence, however, the current files constitute its working materials. The use of the current file is so constant that the most efficient dispatch of business is attained by the physical location of the several units of a file in the division or office to which they relate.

The experience of the Government generally and the almost universal practice among commercial institutions support this view.

The experience of the Department of Justice confirms it. The central file (Division of Mails and Files) retains the current and active file of the general correspondence of the Division of Accounts. The volume of this correspondence aggregates in the neighborhood of 10,000 communications per annum. The chief of this division indicated that reference to its correspondence is so constant that reliance upon the central file would greatly retard the dispatch of business. If the practice contemplated by the present arrangement of files were strictly adhered to, it would necessitate sending a messenger from the Division of Accounts (on the fourth floor) to the Division of Mails and Files (on the first floor) each time papers of the active files were needed. This would consume the time of high-priced officers who have occasion to call for papers from the files. To obviate the inconvenience and loss of time entailed by such (the present) arrangement the Division of Accounts installed and now maintains a complete duplicate file of outgoing correspondence. And by writing on the margin of the copies retained a short brief or abstract of the communication answered the division has endeavored to maintain a segregated file as far as possible. In this way the division is enabled to determine from its own files what action has been taken. Again, in the Division of Public Lands an elaborate record of incoming and outgoing correspondence is kept on index cards in order that the status of any case may be determined without reference to the central file. No more striking illustration of the inexpediency of the physical centralization of active files could be pointed out than the fact that these divisions have been compelled to resort to this duplication of work to obviate the loss of time and inconvenience necessitated by constant reference to the central files.

Each Assistant Attorney General is assigned a group of subjects, representing the several classes of cases with the preparation of which he is charged. The same need is felt for having the active files of such cases physically located in the offices of the Assistant Attorney General to which they are assigned as there is for having the location of current files in the several offices of the departmental administrative organization.

Under the present arrangement the time of the Assistant Attorney General (or other high-priced legal officers, as in the case of the Land Division) is necessarily consumed whenever reference is made to the central file for papers of a case which has been called up. Some idea of the waste of time and inconvenience entailed by this arrangement is seen in the report of the Department of Justice, that at least 100 calls are made on the current file daily. Ninety-five per cent of these relate to current cases, and practically all of them emanate from the Assistant Attorneys General, since the administrative units of the department (with but one partial exception) maintain their own files. As long as cases are pending it is highly desirable that the files be retained in the office of the Assistant Attorneys General to whom they are assigned. In fact, the present practice among the Assistant Attorneys General of keeping memorandum dockets (in duplication of the records and dockets maintained in the Division of Mails and Files), records of correspondence, and other personal data demonstrates that they have attmpted to relieve themselves, to a greater or less extent, of the embarrassment of reference to the central file. The duplication of work records would be obviated and a better organization of the working materials secured by a segregation of the files.

The work of the several Assistant Attorneys General has such well-defined delimitations that confusion in the assignment of subjects (upon which the reference and distribution of correspondence depends) does not occur. The same definiteness of subjects would prevail if the segregation of files were applied. Under the segregation of the physical units of the file each Assistant Attorney General will be assigned those units of the file representing the subjects over which he has jurisdiction. Taking a concrete example, to one Assistant Attorney General may be assigned the supervision and conduct of all cases relating to the enforcement of the Sherman antitrust law and the act regulating interstate commerce. All correspondence bearing on the foregoing subjects will be referred to this Assistant Attorney General, by him acted upon and filed in his office, agreeably to the plan outlined elsewhere in this report until it has been disposed of. When a case has been closed it will be referred to the central file for permanent filing, as outlined in another part of this report.

It may be urged by the offices affected that the changes to which the assignment of distribution of the work among the several Assistant Attorneys General is subject present a real difficulty to the segregation of the files here recommended. The difficulty is, however, more apparent than real. It is admitted that a permanence of organization and definiteness of assignment of work is necessary to the successful segregation of the files. But this does not exact such a

lack of flexibility of organization that correspondence on the same subject will always pass through the same channels or be handled by the same officers. While the assignments of subjects among the Assistant Attorneys General must be subject to change, it is also true that such departure from the regular assignment is not frequent. In those isolated cases where the assignment is departed from it it would be a simple matter to transfer the physical location of the file units containing correspondence on subjects which have been transferred.

Periodic transfer of files.—The segregation of the current active files contemplates the maintenance of the central file as a storage file. This necessitates the periodic transfer of closed cases from the segregated file to the central. Inasmuch as the subjective classification of the respective units in the current and storage files coincide, no great amount of work is involved in making such a transfer. It is suggested that the transfer be made every 6 or 12 months, as in the judgment of the departmental committee may be deemed advisable. The transfer should be made under the direction of the clerk in charge of the central file.

The plan herein outlined contemplates that the central file (Division of Mails and Files) will constitute the repository of closed correspondence, not only for the law officers (Assistant Attorneys General, etc.), but also for the files of the administrative officers. The transfer of correspondence which has been referred to and handled by the latter will not be as frequent as that handled by the former. It is thought that the period over which the correspondence assigned to administrative officers is used to a very appreciable extent is much greater than that of the law officers. In the case of the former it is ordinarily desirable to have files of correspondence extending over a period of two years. In the case of the latter it may safely be removed to the storage files immediately after the case is concluded. In this connection it is important to note that in several of the administrative offices there is a large volume of routine correspondence which is of no importance or value after the business of the current year has been closed. At the time of the regular transfer it is sent to the central files. It would be feasible to relieve the files to be transferred of all such unimportant correspondence in order that the central file shall not be burdened with papers which are of no permanent value.

Maintenance of segregated files.—It may be urged that the segregation of files in the office of the Assistant Attorneys General will impose additional work upon these offices. The added filing work will not be considerable. It is estimated that the average time consumed in the numbering and filing of papers will not be more than

half an hour a day for each office. On the other hand, this additional work will be offset several times by the elimination of miscellaneous records and dockets which these officers, not having control and possession of their files, are compelled to maintain.

It is desirable that the secretary, stenographer, or clerk (who, under present practice, maintains the miscellaneous records and dockets) perform the filing work under the proposed segregation. The increased familiarity with the business of the office which easy access to and personal handling of the cases over which the office has jurisdiction affords is an important result to be attained from the proposed rearrangement of the files.

Supervision.—If the foregoing recommendation is put into effect it is suggested that the supervision of the installation of the segregated files, and the rearrangement of the central file, as hereinafter outlined, be placed in the hands of one person. The clerk in charge of the Division of Mails and Files is qualified for this work. He should personally supervise the installations made and instruct those who will have charge of the filing work. Any reclassification of subjects should be made only under his direction.

b. *Proposed system of filing.*

Recommendation 2. It is recommended that the correspondence be rearranged upon a self-indexing basis, in keeping with a uniform subjective classification to be devised for the correspondence relating to cases.

Despite the fact that the correspondence of the Department of Justice covers a wide range of subjects, it lends itself easily to classification. The correspondence naturally groups itself into cases. A case—which includes all the correspondence relating to a given inquiry or investigation—constitutes the final or basic unit of the file. To this file unit the arbitrary serial number is assigned under the present system. It is in the form of a "case" (each case being bound into one filing unit), rather than the individual papers which constitute its component parts, that the correspondence of the department is called for and used. Under the proposed rearrangement of the file the "case" will not only remain intact, but, as under the present system, it will constitute the basic or final filing unit. The classification proposed contemplates merely the arrangement of the cases under the subjects with which they are easily identified to the extent that the files will become self-indexing.

The proposed classification should be by subjects and judicial districts. It is suggested that the general subjects under which the cases fall constitute the primary divisions, the judicial districts of the United States constituting the secondary divisions. Under such

an arrangement of the files, each primary division (subject) would conform with respect to its secondary classification (district) to every other division. Within each secondary division the respective cases would be assembled in alphabetical order, according to the name of the initial defendant. A tentative classification of primary subjects, which may be worked out to conform more accurately to the correspondence in the department, follows:

1. Antitrust.
2. Banks and banking.
3. Bankruptcy.
4. Civil service.
5. Claims.
6. Coinage.
7. Contracts.
8. Customs.
9. Twenty-eight-hour law.
10. Food and drugs act.
11. Immigration and naturalization.
12. Naturalization.
13. Indians.
14. Internal revenue.
15. Interstate commerce.
16. Lands.
17. Live stock.
18. Navigation.
19. Opinions.
20. Patents and copyrights.
21. Peonage.
22. Postal service.
23. Prisons and prisoners.
24. Rivers and harbors.
25. Tax.
26. White slave.
27. Miscellaneous (civil).
28. Miscellaneous (criminal).

The list of the primary subjects under which the cases are divided is large, but it will be noticed from the statistics furnished by the Department of Justice in its annual report that a large majority of cases fall under a very limited number of subjects. The summary statement showing the business transacted in the United States circuit and district courts during the fiscal year 1911 shows that of the 7,870 cases pending July 1, 1910, and commenced during the fiscal year 1910–11, 5,677 cases, or about three-fourths of the entire number, were classified under the following 10 primary subjects:

Customs	508
Internal revenue	378
Post office (classified above as "Postal service")	69
Safety-appliance act (classified above under "Interstate commerce")	366
Land laws and timber (classified above as "Lands")	2,634
Twenty-eight-hour law	490
Cancellation, naturalization (classified above as "Naturalization")	387
Hours of service (classified above under "Interstate commerce")	78
Forfeiture, food and drugs act	501
Antitrust	23
Immigration	143

A similar statement for the criminal prosecution by the United States indicates that of 24,379 cases pending July 1, 1910, and those

commenced during the fiscal year 1910–11, considerably over one-half fall under the following primary subjects:

Customs	661
Internal revenue	8,292
Post office (classified above as "Postal service")	3,016
Banking act (classified as "Banks and banking")	263
Land laws and timber (classified above as "Lands")	533
Naturalization laws	163
Food and drugs act	767
White-slave-traffic act	145
Antitrust law	34
Interstate commerce	210
Counterfeiting laws (classified above under "Coinage")	367

The primary subjects contained in the classification are capable of further subdivision. Interstate commerce might be capable of further subdivision as follows:

Employers' liability.
Safety appliance.
Hours of service.
Rate, rebates, etc.

It is not suggested, however, that any divisional arrangement of the file be made upon such subsubjects. Owing to the technical character of the work of the Department of Justice, it might be difficult to determine, during the early stages of an inquiry or investigation, the exact phase (subsubject) of the general subject the case will assume. The classification, for filing purposes, would be correspondingly difficult. No difficulty would ever arise in classifying correspondence (although it is the initial communication) according to its primary subject. Inasmuch as the judicial districts of the United States, of which there are 87, represent the secondary divisions of the file, the number of cases falling within each group will be sufficiently limited to render further subdivision wholly unnecessary.

It is suggested that a logical arrangement of numbers, identifying the primary and secondary divisions of the file, be employed. It should be noted, however, that the use of numbers is wholly incidental to the direct filing system proposed. Its value, however, is apparent. It not only identifies the subject of the correspondence, thus directing it through the proper channels for action, but also facilitates the placing of the correspondence in the file and the charging of papers to be removed for consultation.

A concrete example will serve to illustrate the purpose and value of numbers. A communication is received relating to a customs fraud perpetrated by J. H. Smith in the southern district of New York. This communication will receive the file No. 9.53. The first

division of the file number, "09," is determined by the nature or subject of the case, and indicates that it will be placed in the primary division of the file for customs. The second division of the file number, "53," is determined by the district in which it arose,[1] and indicates that the correspondence will be filed in the secondary division for judicial district No. 53. The first division of the number identifies the subject of the correspondence and determines through what channels it shall be referred for action. It is this number "9" of the foregoing illustration which automatically refers the communication to the Assistant Attorney General in charge of customs cases.

When an appeal is taken from a district to a circuit court, the case will be transferred from the subdivision of the files representing the district in which the case arose to the subdivision representing the circuit to which appeal was taken. The above practice contemplates that for each of the primary divisions of the file, representing the general subjects outlined above, secondary divisions, coordinate with the divisions for the 87 districts, be provided for each of the nine circuits. Owing to the limited number of cases in the Supreme Court of the United States, for which a secondary division of the file will be provided, no reason is seen for making a subdivision thereof according to subjects. It is suggested that the file for the Supreme Court of the United States be alphabetical throughout according to the names of the initial defendants.

It has not been suggested that the cases, grouped under the various primary subjects, be further classified into (a) civil and (b) criminal. This, however, is thoroughly feasible. Inasmuch as both classes will be filed and called for in the same manner (i. e., according to the name of initial defendant), it would seem that the simpler arrangement of the cases (and one affording the maximum facility in searching the files) would result from grouping both classes within the same division. The compilation of statistics may make advisable the former, however. This is a detail upon which the department must pass.

It is not the thought of the commission that the classification outlined elsewhere in this report is the only direct (self-indexing) system of filing which will meet the needs of the department. It is wholly feasible to organize the files with the judicial districts in which cases arise as the primary divisions, in which case the subjects will constitute the secondary divisions.

It is urged that in some instances the communications will fail to disclose the information upon which the classification is based. In a few isolated cases it may happen that the communication will not dis-

[1] The districts may be numbered—the numbers being continuous from 1 up according to alphabetical arrangement of districts. (See Outlines of Organization, p. 546.)

close the locus or subject. Such instances will be rare. They will never happen with reference to that portion of the correspondence (over two-thirds of the whole) which is conducted with the executive departments or attorneys and marshals. And it is our opinion that it will seldom occur in the correspondence which is styled "Miscellaneous." A representative of this commission reports that during his observation, covering a period of two days, he discovered but one communication (a telegram) which failed to disclose the locus and the subject of the correspondence. A miscellaneous file at large, classified alphabetically, may be kept according to the names of the correspondents for those communications which fail to disclose the essential facts. In this file the correspondence may be retained until the additional information called for is received, at which time it would be sent through the proper channels for action. This practice is not dissimilar from that of other offices. In fact, this is necessarily the present practice of the Department of Justice in the handling of letters failing to disclose the locus and subject, which have not become the subject of the case (in which a cross index may be kept under the name of the correspondent). For until the subject has been determined no classification can be made on the general-index cards, and it is impossible to determine what action is required or to whom it should be referred for treatment.

The proposed system of filing carries the classification of subjects to the files themselves. The same facility is furnished in finding the papers in the files that is now furnished in finding the record thereof on the indexes. Under the proposed self-indexing scheme of filing, the intermediate step of referring to the indexes is eliminated. A very definite saving in time and consequently in expense is thus effected.

An indirect but very definite advantage to be derived from the proposed arrangement of files on a subjective basis lies in having cases on the same subjects physically located in the same place or in similar places. Related cases (that is, cases on the same subject), being identified by the same summary number, will be assembled within the same primary division of the file. Within the primary division they will be classified according to judicial districts. The assignment of an arbitrary number—on which the present filing system is based—renders impossible the classification of cases by related subjects. To illustrate: Considerable correspondence is conducted with and relating to the Chicago & Rock Island Railway Co. The correspondence has to do with the different investigations, inquiries, or prosecutions, which we may style "cases," using that term in its broadest sense. From exhibit of index cards furnished this commission by the Department of Justice it appears that the cor-

respondence with or relating to the foregoing company groups itself under the following subjects:

1. Twenty-eight-hour law.
2. Safety appliances.
3. Quarantine regulations (live stock).
4. Transportation accounts.
5. Rebates, Tennessee.
6. Obstruction of Fall River, Mass.

Cases with the Chicago, Rock Island & Pacific Railway Co. on the foregoing subjects would be located in different places in the file. Cases affecting other companies relating to investigations on the foregoing subjects would be located in different places in the file, according to the accidental assignment of the number. In other words, violations by the Chicago, Rock Island & Pacific Railway Co. of the 28-hour law constitute a distinct case. The corresopndence relating thereto would be assigned an arbitrary serial number. This number would determine its place in the file. The violation by any other railroad company of the 28-hour law would likewise constitute a distinct case, being assigned an arbitrary number not only different from but without any relation to the number assigned to the correspondence on this subject with the Chicago, Rock Island & Pacific Railway Co. If correspondence has been conducted with 30 different companies on the subject of the 28-hour law, as many different numbers (having no reference one to the other) would be assigned. Inasmuch as the file number determines the place where the correspondence is to be lodged in the file, papers relating to the same subjects may be filed in widely scattered places. The advantages of having a logical arrangement of the files which will automatically assemble the cases by subject are, we believe, obvious.

The reorganization of the files on a self-indexing basis under a segregation of the physical units thereof will substantially eliminate certain practices which now obtain and modify others. The exact scope of the changes of procedure which will be effected if the foregoing changes are put into effect, together with any other changes which will produce more efficient and economical results, will be presented in the succeeding pages.[1]

C. *Receiving, opening, and assigning.*

It is recommended that to such extent as it may be possible envelopes containing mail for the Department of Justice show on their face the bureau or office to which such correspondence pertains, and that the mail so designated be delivered direct and unopened to the office affected. To facilitate this it is suggested

[1] Since the descriptive report was submitted, steps have been taken to put into effect certain recommendations of Circular 21. This report, however, is based upon conditions as set forth in the descriptive statement referred to.

that a plan of designating the office or person handling this correspondence be devised, and such designating character be placed in the outgoing correspondence, in such a way as to require the writing of but one or two letters or figures, requesting that the correspondents in replying show this designation on the envelope containing communications mailed to the department by them.

A plan of this kind should receive the full cooperation of the executive departments in Washington and the United States attorneys and marshals, and to some extent from the miscellaneous correspondents. This would make unnecessary the opening in this division of letters properly designated on the envelopes to show that they are intended for other offices of the department, and thus eliminate therein the following operations:

(*a*) Opening of designated envelopes.

(*b*) The reading of such letters for the purpose of assigning and distribution.

(*c*) Stamping date of receipt, etc.

(*d*) Inserting file and serial number.

It is estimated that about 75 per cent of incoming letters would be so designated on the envelope as to admit of their being delivered direct to the office for which intended, without opening. One of the most important benefits resulting from this direct distribution would be obviating the necessity for reading such mail in this division before assigning to the office for which it is intended. Under the present arrangement, practically all of the correspondence (except that which is intended for the Bureau of Investigation) is delayed during the operations of recording and indexing, heretofore described. The reference of mail direct, and for the most part unopened, would obviate this delay and greatly expedite the dispatch, of the correspondence.

While of necessity certain of the operations to be eliminated in this division would be performed in other offices of the department, it is the intention of this report to recommend the entire elimination of many of these operations.

Under the present practice, one clerk (at $1,200) is engaged in assigning the mail (three-fourths of his time being consumed in this operation) and another (at $1,000) is engaged in placing the file and serial number on the correspondence (a large percentage of his time being consumed in this operation). The adoption of the foregoing recommendation, together with the recommendations relative to the filing system, will eliminate the following operations:

1. Reading 75 per cent of the mail by assignment.

2. Inserting file and serial number on 100 per cent of the mail received.[1]

[1] This saving is shown under recording and indexing.

A saving, therefore, in the sum of $675 per annum will result from eliminating the assignment of 75 per cent of the mail.

Retaining envelopes.—Envelopes containing incoming mail received in this division are retained for a period of two weeks and record clerks are required to call attention to missing inclosures. The Division of Mails and Files reports that practically no inclosures are lost. While it is true that the retaining of these envelopes requires but little clerical work, we see no good reason for continuing this practice and therefore recommend that it be abolished, on the ground that other departments do not retain such envelopes and suffer no inconvenience therefrom.

d. *Indexing and recording.*

A rearrangement of the correspondence in the files, as hereinbefore outlined, will make possible the substantial elimination of the indexing of subjects and the discontinuance of the present practice of recording individual communications.

Indexing (general index of subjects).—The present system of indirect filing, based upon the arbitrary numerical finding method, necessitates an elaborate and costly system of indexing. A succession of progressive numbers—each new case receiving the next unused number—is employed. To determine the arbitrary number to be assigned, the correspondence is classified subjectively on cards 4 by 6 inches in dimensions.

The direct and immediate saving made possible by the proposed rearrangement of the files is the substantial elimination of the preparation of index cards and the classification of the correspondence incidental thereto. The following clerks are engaged in the operations in connection with the maintenance of the general index, according to a report submitted by the Division of Mails and Files:

Clerk 4 (assistant to chief): Classification of involved subjects, 40 per cent	$720
Clerk (class 1):	
Classification of correspondence according to subject numbers, 85 per cent.	
Filing of subject-index cards, 15 per cent	1,200
Clerk (class E):	
Revision of old-subject index, 30 per cent	300
Preparation of subject-index cards, 60 per cent	600
Clerk (at $1,000): Classification of mail according to numbers, 20 per cent	200
	3,020

It may be urged that the rearrangement of the files on a self-indexing basis will not necessarily eliminate the use of cross-reference cards for the very involved cases. It is admitted that it may be found advisable in some cases to make cross references to additional defendants or the additional titles under which a case may be known. For the most part, however, the primary classification will suffice. In any event the keeping of the cross references will consume very

little time. It is suggested that these cross references be placed in the files, rather than in a separate index. The latter, however, is entirely feasible. If the cross references are made a part of the file a sheet of paper, letter size, should be used. If an index independent of the files is kept for this purpose, thin cards, 3 by 5 inches in dimensions, may be used. For a case arising in the third district on the white-slave traffic against Jones, Smith, and Brown, two cross references might be necessary for Smith and Brown. The notation on each sheet would include only the name of the additional defendant and a reference to the title under which the case is filed. For instance, for the second defendant, J. H. Smith, the cross-reference card would read:

Smith, J. H., U. S. *v.* (See U. S. *v.* Jones, 28.3.)

Where there are a number of defendants and need is felt for having cross references for each, a single operation on the typewriter will suffice. By carbon process as many copies should be made as there are additional defendants. The several defendants may be checked or under-cored indicating under which each copy should be filed.

In connection with the present practice of indexing correspondence in the Division of Mails and Files in order to assign the arbitrary file numbers it is important to note that in the neighborhood of 40 per cent of the correspondence so indexed and numbered is referred to and retained in administrative offices (such as office of pardon attorney, appointment clerk, etc.), where separate files are maintained. In the filing of this correspondence these offices ignore the file numbers assigned in the central file. Where such offices employ the numerical system of filing correspondence an independent series of numbers is used. This necessitates the maintenance of additional indexes and other records to classify and identify the correspondence filed on an arbitrary basis.

Recording and briefing.—Under the present practice records are kept in the Division of Mails and Files of all incoming and outgoing correspondence. On small 3 by 5 cards a brief or abstract of each incoming and outgoing communication is prepared in triplicate. This record contains the following items:

1. The file and serial number.
2. The judicial district, executive department, or the word "Miscellaneous."
3. The date of the letter.
4. The volume and page number of the copy book (for outgoing only).
5. The initials of the officer preparing the letter (for outgoing only).
6. The initials of the clerk making brief card.

7. The name of the officer or employee to whom letter is assigned (for incoming only).

8. A brief statement of the subject matter of the letter.

The foregoing record, under the present system of filing and handling correspondence, serves a twofold purpose. First, it furnishes the serial number (the second division of the file number) which identifies the individual communication in the files, and, second, it affords a record of correspondence. Identification of the individual papers, in order to locate papers in the file, is wholly unnecessary even under the present system. The correspondence of the department is called for and used in the form of cases (which constitute the basic file unit) and not in the form of individual papers. Under the proposed classification, which will eliminate the arbitrary file number and substitute therefor a logical classification of numbers, the latter indicating the division of the file in which the respective cases will be assembled in alphabetical or subjective order, numbers serving to locate individual papers in the files will be unnecessary. In the second place, the record cards furnish a brief of all incoming and outgoing correspondence in compliance with an order of the Attorney General dated June 1, 1910. This order directs that all correspondence, except that pertaining to the Bureau of Investigation, should go to the central file for recording. The foregoing order has not been strictly complied with. The Chief of the Division of Mails and Files indicates that in the neighborhood of 30,000 communications (of the 94,000 which are handled by the central file) are not recorded. This demonstrates that for a large part of the correspondence—which is perhaps of less importance than the rest—such central recording is either inexpedient or unnecessary. In defense of the above practice it is contended that a central inspection and record should be maintained of all correspondence which is referred to the several divisions or offices of the department for action. In this we do not concur. Indeed, the express exception in the foregoing order in favor of the Bureau of Investigation, whose correspondence, aggregating 60,000 communications annually, is very important, indicates that correspondence can be as efficiently (and more expeditiously) handled without such initial record. The dispatch with which the incoming correspondence of the Bureau of Investigation must be and is handled, and the general excellence and simplicity of its filing system, eliminating all recording, indexing, and the use of arbitrary numbers, is convincing proof of the feasibility of the general scheme of filing suggested for the whole department.

It is important to note that the records made of the individual communications received and prepared in the Department of Justice on the 3 by 5 cards before described do not constitute the working materials of the department. They are not used in the place of, nor in conjunction with, the original documents. Their sole value

is to assist in locating the original documents which have been received in the department and referred or directed through the proper channels for action. The only contingency against which the present records of incoming and outgoing correspondence guard is the loss or destruction of correspondence. In such contingency, however, it merely places responsibility for the action by indicating the division to which the correspondence was referred and by which it was probably received. Such a record, however, is of little value and does not justify expense of keeping it. Furthermore, it is the experience of other offices in the Government, and outside commercial concerns, that correspondence under a properly developed organization seldom goes astray. It is our opinion that such would be the experience in the Department of Justice. It is the belief of the commission that under the proposed arrangement of the files there will be more certainty in locating the correspondence which has been referred for action, or has been acted upon, than under the present, and greater dispatch in the handling of it will result from having the correspondence referred direct to the bureaus affected, thus saving the time consumed by the intermediate steps of indexing and recording such correspondence. The thought underlying the maintenance of the elaborate index and other records in the central file emphasizes too much the possibility of documents being lost or destroyed. Altogether too great importance is placed upon a contingency which is very remote indeed. And it is very important to remember that in such event the record serves to indicate only what in its absence would be generally known, to wit, that such and such correspondence has been received and referred for action. For the files generally contain papers or statements having reference to the one concerning which inquiry was made, which serves the same purpose as the record cards. In the light of the comparatively enormous expense involved in the preparation of these records and the small value of such records we recommend that the practice be discontinued.

The names and salaries of persons engaged in recording and briefing of correspondence and the filing of cards, the estimated portion of the whole time of each consumed in such work, and the cost thereof, as reported by this division, are as follows:

Name.	Salary.	Per cent.	Cost.
Beard, M. O.	$1,000	50	$500
Allen, G. W.	900	95	855
Landrum, C. W.	900	60	540
Lutz, A. C.	1,200	5	60
Manning, F. E.	1,000	100	1,000
Borchardt, Herbert.	1,000	15	150
Fisher, A.	720	10	72
Duvall, C. C.	900	5	45
Total			3,222

The foregoing expense would be eliminated if the recommendations of this commission are put into effect.

The foregoing savings do not embrace the cost of cards, wear and tear upon the typewriters, cost of filing equipment, guide cards, etc., together with the value of floor space occupied by the equipment used in the above-described operations.

e. *Distribution of correspondence.*

By the adoption of the plan heretofore referred to—that is, indicating on the envelope by the addresser the office for which same is intended, as heretofore described—the cost of these operations will be reduced as follows:

Distributing in pigeonholes, 75 per cent.

Designation of person or office to whom letters are assigned, 75 per cent.

f. *Press-copying correspondence.*

Under the present practice all the outgoing correspondence is press copied in the Division of Mails and Files, the same being press copied in bound tissue copy books, at a reported cost (for the operation of copying alone) of $150 per annum. The press-copy record serves as the basis for the individual records of outgoing correspondence made in triplicates on the cards 3 by 5 inches in dimension. If the other recommendations of this report are put into effect, there will be no reason whatever for the continuance of this record. The carbon copies now kept answer fully all the requirements which are claimed for the press copying. The discontinuance of press copying will effect a saving, as stated, of $150 per year in the Division of Mails and Files. This does not include the cost of copy books, copying cloths, or other supplies used in connection with the operation, nor the value of space used for storing same.

The practice of press-copying correspondence continues also in some of the bureaus and offices of the department. In every instance carbon copies are also made, which should dispense with the former. We recommend that this practice be abandoned.

g. *Dispatching correspondence.*

In the dispatching of correspondence it is recommended that the window envelope be used, thereby eliminating the necessity for addressing the envelope and at the same time precluding the possibility of errors arising from inserting a letter in the wrong envelope. Considerable time will be saved in inserting the letter in the envelope due to the fact that no time will be required in matching up the envelope with the address as shown on the letter. This, together with the elimination of the operation involved in the addressing of envelopes, will effect a very definite saving.

h. *Filing correspondence.*

The proposed rearrangement of the files in keeping with a uniform subjective classification to be devised for the legal cases has been discussed. It is contemplated that the central file be maintained only as the repository of closed cases. The closed legal cases will be transferred from the segregated files in the offices of the several Assistant Attorneys General from time to time to the central file, which will be classified on the same basis. In other words, it is intended that the system in vogue in the maintenance of the current file will be carried out in the storage file in so far as centralization is concerned. Hence, the various files contained in the administrative units of the departmental organization will be transferred to the storage file in the Division of Mails and Files, separate files being maintained for each division or bureau of the department and in keeping with the system in vogue in such offices. Reference to the central file will be reduced to the minimum, inasmuch as it will be retained as the repository of closed cases. One clerk will be able to adequately file all correspondence, as well as the House and Senate documents (which do not require a great deal of time), and supply requests for papers from the files. It is thought that in addition he will be able to perform miscellaneous duties arising from time to time. The expense of filing correspondence at the present time is in the neighborhood of $1,800. It is though that the expense can be reduced at least 50 per cent under the proposed rearrangement of the files.

i. *Departmental docket of cases.*

IT IS RECOMMENDED THAT THE DEPARTMENTAL DOCKET OF CASES NOW MAINTAINED IN THE CENTRAL FILE BE DISCONTINUED.

The Division of Mails and Files maintains a card docket of all cases to which the United States is a party or in which it is interested. This record is made on heavy white cards, 4 by 6 inches in dimensions, which are assembled by judicial districts in alphabetical order according to the name of the initial defendants. The information contained on the cards consists of the following items:

1. Number of the case.
2. District in which the action is instituted.
3. The offense.

Under the present practice a subsidiary is maintained for cross reference. In this index cards bearing the foregoing items are filed alphabetically, according to the names of additional defendants or additional titles under which the cases may be known.

The foregoing docket is intended for general use throughout the department. Its use, however, has been considerably limited because

of the fact that similar memoranda dockets (in duplication of the above docket) are kept in the various offices of the department. It is believed that the purpose would be almost entirely removed if the suggestions contained in the subsequent paragraph are put into effect.

The United States attorneys throughout the country notify the department of the institution of suits on forms specially provided for that purpose. It is from these form reports that the cards comprising the present departmental docket are prepared. Under the present practice more than one case may be listed on each form blank. In this connection it is recommended that the size of the form be reduced so that they will accommodate but one case. This will enable the department to distribute the original notices of commencement of proceedings (which are received in duplicate) among the several offices which make use of the information contained thereon. It is recommended that these offices file such notices in permanent form so as to serve the purpose of the memoranda dockets which are now maintained. And by placing these notices in the hands of the several offices, which still have reference to the central file, the purpose of the latter will be entirely removed. The maintenance of the departmental docket is very expensive under the present practice, and its use so limited that no sound reason can be given for its continuance, especially in view of the fact that the distribution of the original notices in such form as to be utilized as docket files will eliminate whatever reference is now made to the foregoing docket.

Different estimates have been furnished the commission of the expense involved in the keeping or maintenance of the departmental docket. The last statement furnished—which is a little in excess of the estimates made by the commission—indicates that it is in the neighborhood of $2,000 per annum. By the adoption of the foregoing recommendations this expense will be entirely eliminated.

j. *Summary of savings (Division of Mails and Files).*

The following is a statement of the savings to be effected by the foregoing changes. These savings are shown under the various operations which will be either entirely eliminated or substantially changed if the recommendations in this report are put into effect:

Opening, receiving, and assigning	$675
Indexing of correspondence	3,080
Recording of correspondence	3,222
Distributing correspondence	([1])
Press copying correspondence	150
Filing correspondence	900
Departmental docket	2,000
Dispatching correspondence	([1])
	10,027

[1] Saving not estimated.

The foregoing shows an annual saving in the sum of $10,027. It is the thought of the commission, however, that the savings to be effected will be greater. After the foregoing changes have been put into effect the only duties which will devolve upon the Division of Mails and Files are as follows:

a. Initial handling and distribution of a portion of the correspondence received.
b. Filing of closed cases and supplying requests therefor.
c. Miscellaneous duties, having reference, direct or indirect, to the files, such as preparing data for annual statistics, etc.

It is the belief of the commission that all of the work devolving upon the central file under the proposed changes can be efficiently performed by the following organization:

1. Clerk in charge (who will also act as inspector of the Division of Files)	$1,800
2. Filing and utility clerk	1,200
3. Assignment and utility clerk	1,200
4. Messenger	720
	5,120

This will reduce the present personnel of the Division of Mails and Files as follows:

1 clerk (class 4)	$1,800
1 clerk (class 2)	1,400
1 clerk (class 1)	1,200
6 clerks (at $1,000)	6,000
3 clerks (at $900)	2,700
1 messenger (at $720)	720
	13,820

The foregoing represents the aggregate saving to be effected by the changes recommended. The difference between the savings shown specifically under the practices which now obtain in the division and the aggregate saving which is thought can be effected is $3,793.

The classification of salary expense furnished the commission by the Department of Justice distributed this amount among various miscellaneous operations. These operations, from the information furnished, could not be intelligently classified under the practices above outlined, although they are for the most part related to these practices, and would be rendered unnecessary under the proposed changes.

2. *Critical comment and recommendations on the practices in the several bureaus and divisions.*

(*a*) Superintendent of prisons.—An anomalous arrangement prevails with reference to the correspondence affecting this office in that the segregation of the files is applied for one division of the corre-

spondence, embracing about one-half of the entire volume, whereas centralization in the Division of Mails and Files obtains for the balance. The correspondence pertaining to parole matters is permanently filed in the superintendent's office; the correspondence relating to prisons and prisoners is referred back to the central file and permanently disposed of there. Despite the fact that the two branches of the files of this office are more or less independent of each other, no sound reason suggests itself why the present arrangement should be continued. The principles underlying the present segregation of the files in the several offices to which they belong apply here as in other divisions of the department.

The present arrangement of the files was not effected until the first of this year. Up to that time complete files were maintained in this office. In explanation of the reasons which led to the change, the clerk in charge of the central file informed a representative of this commission that the superintendent's office experienced some difficulty in handling this division of the file; that it was in a confused state, etc. It is felt that the foregoing reasons, which would have been removed by an improvement in the method, should not weigh heavily. The correspondence relating to prisons and prisoners, like the correspondence relating to parole matters, is in constant use; reference to the papers of one file is as frequent as to the papers of the other file; and the advantages derived from having the physical units of the file of parole matters located in this office will be had from a similar arrangement of the prison file. No greater difficulty should be experienced in handling one branch of the files than in handling the other, and we are confirmed in the opinion that this office, with complete filing equipment and clerical help, is able to maintain its files with reference to prisons and prisoners in the same orderly manner that it is at the present time maintaining its parole file. It is strongly urged that complete files be restored to this office. The primary divisions of the files may be classified as follows: (1) Parole; (2) Prisons and prisoners.

Parole matters, although related to, are handled wholly distinct from the other subjects over which this office has jurisdiction, these being grouped under the caption "Prisons and prisoners."

1. *Parole.*

At the present time this division of the files (physically located in the superintendent's office) is classified as follows: (*a*) Pending cases; (*b*) denied cases; (*c*) approved cases.

The foregoing represents a natural and simple subdivision of the files. The first two divisions of the file are classified primarily by penitentiary. Within each primary division the cases are assembled according to the registry number assigned by the prisons. The last

of the above mentioned are arranged in numerical order according to a new series of numbers—the numbering being continuous from 1 up—which are assigned to the approved cases. It is suggested—in view of the proposed changes in records hereinafter outlined—that the first two divisions be continued as they are at present, that the approved cases be assembled in numerical order according to the registry numbers assigned by the prisons, separate sections being used for each penitentiary. A somewhat better arrangement would result if the three divisions were based upon a uniform arrangement. No reason suggests itself for departing from the prearranged registry number, which has a definite value in identifying records, to a new series of arbitrary numbers.

Recording and indexing: Under the present practice parole records of Federal prisoners are kept in large bound registers, one register being used for each of the three United States penitentiaries. We recommend that these bound registers be discontinued and card records, one for each penitentiary, be substituted therefor. On each card printed designations should provide for information similar to that contained in the present bound volume. This record may be added to and completed as action is taken or new developments occur.

It is suggested that within each division of the card file (the penitentiaries constituting the separate divisions of the file) the cards be assembled alphabetically according to the names of the prisoners. Inasmuch as the original papers are assembled according to the registry numbers, a cross reference is thus obtained by names. A ready reference to any prisoner's records will thus be furnished either on the basis of the prisoner's name or registry number. It is thought that the card record, furnishing an independent parole record for statistical and other purposes, will serve the purpose of all the records now maintained.

It is entirely feasible to transfer the cards of prisoners whose applications for parole have been favorably passed upon to a separate card file of "Approved cases." The purpose of the present card index to the parole file of approved cases would be served by assembling the approved cards, culled from a general card record of prisoners, in a distinct file. The arrangement should be alphabetical throughout, no division being maintained for the several penitentiaries. A separate division of the file of original papers and card records, styled "Miscellaneous," would embrace the State institution in which Federal prisoners are confined. This file should be subdivided according to the States in which State institutions having possession of Government prisoners are located. A separate folder envelope should be used for each prisoner. The foregoing changes, if put

into effect, would discontinue: (a) Three bound dockets or registers of prisoners; (b) the bound index to such docket; (c) the present card index of paroled cases.

The purpose of the foregoing records would be completely served by the card records outlined above. Such records, with the files as rearranged, will furnish the same access to parole records of prisoners as the present record. It is thought that the proposed rearrangement of the files will effect a better organization of the working of cards and effect a considerable saving of time over the present practice. The proposed records install a simple means of identifying the original papers—which constitute the working materials of the office—and at the same time furnishes an independent parole record, in brief forms, of all cases handled or disposed of.

Under the present practice, large wooden shelves are used as the filing equipment for the pending and dead cases. While it is entirely feasible to continue the use of these shelves, we believe that a somewhat better arrangement will be accomplished by using vertical files for these cases. If vertical files are installed throughout, the heavy and expensive envelope now used may be discarded and manila folders of appropriate size substituted. The use of folders affords greater facility in handling the cases.

2. *Prison and prisoners.*

It is suggested that the files of the correspondence falling under this head, which under present practice is permanently filed in the central file on an arbitrary numerical basis, be restored to this office.

No difficulty should be met with in devising a classification of correspondence which would place the files on a self-indexing basis. Separate divisons of the file should be maintained for each of the three Federal penitentiaries. A fourth division, styled "State institutions," would embrace the State institutions in which Federal prisoners are confined. Each of the three primary divisions representing the Federal penitentiary would conform, with reference to its subdivisions, to the other two. The following is suggested as a tentative classification, which may be modified to adjust itself to the peculiar character of the correspondence:

1. Atlanta Penitentiary.
    1. Maintenance (supplies).
    2. Construction.
        1. Requisitions.
        2. Bids, etc.
        3. Contracts.
        4. Bond.
        5. Tests.

1. Atlanta Penitentiary—Continued.
    3. Care and discipline of prisoners.
        1. Insane.
        2. Escaped prisoners.
        3. Prisoners to be transferred.
            1. From State institutions.
            2. To court.
            3. Account of health.
        4. Dietary of prisoners.
    4. Rules and regulations.
    5. Request for legal opinions.
    6. Commutation earnings.
    7. Discharge gratuities.
    8. Records and reports of prisoners.
    9. General.
2. Leavenworth Penitentiary.
    (Note—same classification as "1.")
3. McNeil Island Penitentiary.
    (Note—same classification as "1" and "2.")
4. State Institutions.
5. Miscellaneous.

Under "Maintenance" will be assembled requisitions, correspondence relating to such requisitions, upon which expenditures are made or to be made from the various appropriations provided for the maintenance of United States prisons and prisoners. The subject of expenditure (or the different appropriations from which the expenditures are made) would furnish a simple classification of correspondence. The secondary arrangement or subdivision of "Construction" is suggested above. Further subdivision may be made as is feasible. Under the subdivisions "Care and discipline of prisoners," to wit, (1) Insane prisoners, (2) Escaped prisoners, (3) Prisoners to be transferred, will be assembled the reports, related corespondence being attached thereto, on individual cases in alphabetical order, according to the prisoners' names. It will be feasible to classify the requests for legal opinions according to the subjects on which the opinions are rendered. The applications for the restoration of commutation should be filed alphabetically according to the names of the applicants. A similar alphabetical arrangement is suggested for the discharge gratuities. Under "Records and reports of prisoners" should be assembled the various monthly and quarterly lists, reports, and accounts, which can be conveniently placed in a vertical file. The present practice of filing in old-style document boxes may be continued, as those reports are on forms specially provided for such filing.

A subjective classification of the correspondence relating to prisons and prisoners would render the files readily accessible without the assistance of card index or other records. The suggested change would necessarily impose a little additional work on the filing clerk. The other changes, however, eliminating certain practices now prevailing in the maintenance of parole records and files will more than offset such additional work imposed by the installation of the prison files in this office. The rearrangement of the files so that all of the papers would be lodged here instead of a portion here and a portion in the central files, under the present practice, would result in certain direct benefits, not measurable in terms of money, which would greatly increase the efficiency of the office. The advantages may be expressed in terms of greater accessibility to the working papers of the office and the increased familiarity with the business of the office resulting therefrom.

b. *Office of appointment clerk.*

Separate files are maintained in the office of the appointment clerk, which are arranged on a self-indexing basis. The critical suggestions of the commission are directed against the present practice of (a) folding correspondence and filing it in the old-style document boxes, (b) briefing (a portion of the correspondence), (c) press copying, (d) binding and indexing carbon copies.

Practically all of the current or active correspondence of this office is filed in the old-style document files, which are classified so as to be self-indexing. We recommend that this system be supplanted by the vertical flat-filing system, in keeping with the recommendations of Circular 21 published by this commission. The classification of the different boxes or sets of boxes under the present practice will furnish the primary divisions of the vertical file. The proposed arrangement would simplify the working of the file and eliminate the present practice of briefing a certain class of correspondence. The brief serves only to identify or facilitate the identification of correspondence which has been filed. With the adoption of the flat filing, however, the necessity for the brief is removed. The present expense of briefing correspondence, which is estimated by the department at $180 per annum, would be eliminated by the change.

Press copying.—For the reasons which have already been set forth it is recommended that the practice in this office of press copying correspondence be discontinued. Carbon copies, which should answer all purposes served by the press copies, are prepared for all the correspondence. We see no reason for the continuance of records or of the press-copy record.

It is estimated that from 8 to 10 press-copy books, containing 500 pages each, are used for the press copying of correspondence. The

saving effected will include not only the time of messengers consumed in this work, but also the cost of books and the space used for filing these records.

Carbon record (of changes in personnel).—Carbon copies of correspondence affecting appointments are not placed in the files attached to the incoming correspondence. Under the present practice these copies, assembled in chronological order, together with the loose-leaf indexes which are prepared from time to time, are bound in book form every six months.

We see no reason for the continuance of this practice. The changes effected are recorded on the personnel-card records of the office. These furnish the exact status of any case. As a record of correspondence the carbon copy should be attached to the incoming correspondence. We recommend that the present practice be discontinued and that the copies be placed in the regular files.

Notices of changes in personnel.—This office is charged with the preparation of notices of changes in personnel, which are circulated throughout the department for general information, and the correction of records. These notices are prepared every two or three days by typewriting operation on sheets letter size, as many copies being made as are necessary. We suggest the possibility of rearranging the form or size of this notice so that the various offices making use of the information will be relieved of further duplicating the record for its own use. A possible saving is to be had by so arranging these notices that each division may use them as the record instead of being compelled to take the record off on forms used in such offices.

c. *Office of the pardon attorney.*

The suggestions of the commission with respect to this office are directed against (a) the folding of correspondence and filing it in document file boxes, (b) the maintenance of elaborate records incidental to filing such correspondence on an arbitrary numerical basis.

It is recommended that the vertical filing equipment be installed and the files be arranged on a self-indexing basis. The files should be arranged in two divisions—(1) the pardon file, (2) the miscellaneous file. The former would embrace all the correspondence relating to petitions for pardons, which aggregate more than 95 per cent of the entire correspondence conducted by this office. This correspondence naturally groups itself into file units which might be styled "cases." Each case includes or embraces all of the correspondence relating to a given petition for pardon. The initial communication of a case is generally the petition from the person desiring pardon. Inasmuch as all the correspondence relates to such petitions, the simplest arrangement—yet one which is wholly adequate, furnishing the greatest rapidity and certainty in obtaining desired cases from the files—would be straight alphabetical according to the

names of the petitioners. The miscellaneous correspondence is that correspondence which either has no reference to the pardon cases, or, at a given time, has not been ripened into a pardon case. The arrangement of this file should likewise be alphabetical according to the names of the correspondents, or the names of the prospective applicants for pardon.

In connection with the rearrangement of the files on a subjective basis, as here suggested, it is recommended that a folder be used for each case. On the front thereof special rulings may be provided for the entry and record of the important steps taken in each case. This will obviate whatever necessity there is for the maintenance of the present elaborate docket record, and will furnish a basis for any statistical data which may be compiled from time to time. Inasmuch as many inquiries are addressed to the pardon attorney requiring immediate information as to status of pending petitions, such a record would be helpful in enabling the pardon attorney to determine at a glance the exact status of a case and the steps which had been taken.

Briefing.—Under the present practice the correspondence of each case is folded and inclosed in a linen-lined jacket. On the outside of the jacket indorsements are made showing the essential facts in connection with the case and the action taken thereon. This might be termed the briefing of the case. The recommendations looking toward the filing of papers flat instead of folded will eliminate the jacket. The history of the case will be entered on the manila folder in which the papers will be inclosed and filed flat. In addition to briefing the case it is the present practice to brief the individual communications. Each communication after being folded is briefed on the top of the front fold. The brief included the (a) date of the letter, (b) the name of the applicant, (c) name of writer and subject of letter (in a word or two). Under the proposed system of filing papers flat the purpose of the briefing will be removed.

Recording and indexing record of pardon applications.—It is recommended that the "record of pardon applications" be discontinued. This is a bound record in which the petitions are entered in the order of their receipt, the correspondence for each case being recorded in chronological order. The nature of record is indicated by the following printed designation, opposite which the entries are made.

Case of.
Offense.
Sentence.
Date referred to United States attorney.
Date United States attorney's report received.
Judge's report received.
Warden's report received.
Reported to.

Attorney General recommends.
Forwarded to the President.
Case received from the President.
Action.
Warrant sent to the President
Received from the President.
Transmitted to.
Receipt of warrant returned.

Under the present practice the "Record of pardon applications" furnishes the basis for the assignment of the file number, inasmuch as the file number of each case corresponds to the volume and page of the record in which it is entered. For instance the file entered, as above described, on page 231 of the docket, volume 221, would be 21–231. The rearrangement of the files on a self-indexing basis would eliminate the use of the arbitrary numbers for filing purposes. (There is no reason, however, why a serial number may not be retained for statistical or other purposes.) No reason suggests itself why the foregoing elaborate record—which, we understand, has been maintained for many years—should be continued. The correspondence and records furnished in compliance with rules prescribed by the department are easily accessible in the files of the office. A record, constituting the history of the case, may be entered on the manila folder in which the papers in the case are inclosed. This will answer the purpose of the present bound volume.

Recording and indexing (*index to the files*).—The present arbitrary numerical system of filing requires a general index to the files on cards 3 by 5 inches in dimensions on which are shown the (*a*) names of applicants, (*b*) judicial districts, and (*c*) number of the page and volume where each case is docketed. The rearrangement of the files on a self-indexing basis will dispense altogether with this index. It is recommended that it be discontinued.

At the present time in the neighborhood of three-fourths of the incoming correspondence is received direct and unopened from the chief messenger. Under the present practice this portion of the correspondence, after being examined by the pardon attorney, is referred to the central file for the requisite recording and indexing. This practice will be discontinued if the foregoing recommendations with reference to the organization of the central file and the elimination of the present practice of recording and indexing correspondence are put into effect.

Press copying.—It is recommended that the present practice of press copying outgoing letters, which are bound in volumes of 500 pages each and indexed, be discontinued. Inasmuch as the carbon copy of each communication prepared in this office is filed with the case, being always accessible, there is no reason why this practice of duplicating work should be continued.

Carbon copies.—Under the present practice two carbon copies of all letters prepared in this office are made. One copy is filed with the case. This practice should be continued under the proposed rearrangement of the file. The other copy is preserved and from time to time is bound and indexed, the copies being arranged chronologically. This practice is out of date and, as we see it, serves no purpose whatever. We suggest that it be discontinued.

Summary of changes and savings in the office of pardon attorney.—The changes suggested in this report consist of:

(*a*) Substitution of the flat files for the present method of folding correspondence and filing in document files.

(*b*) Discontinuance of briefing individual communications.

(*c*) Discontinuance of the present indexes.

(*d*) Discontinuance of the bound docket of cases.

(*e*) Discontinuance of press copying.

(*f*) Discontinuance of bound carbon copy record.

(*g*) Rearrangement of files on a self-indexing basis, as outlined.

The foregoing changes will effect a considerable improvement in the organization of the files and a large reduction in the work which devolves upon the file and utility clerk. This clerk will be able to perform additional duties which may be imposed upon him by the pardon attorney.

d. *Bureau of Investigation.*

We have no changes to suggest in the filing methods of this office. The volume of correspondence handled by this office aggregates in the neighborhood of 60,000 communications annually. This correspondence, incoming and outgoing, does not pass through the Division of Mails and Files for the central recording and indexing hereinbefore considered. The chief of this bureau stated that the nature of this correspondence—which is unusually important and of a confidential character—made it inexpedient to record it in the central file. The greater dispatch and secrecy to be obtained in the handling of correspondence by the elimination of the central record thereof are considerations which necessarily apply to other divisions, although in a less pronounced way. The distribution of correspondence direct and, as far as possible, unopened, is recommended for the department generally in another part of the report.

The files of this office are handled in an efficient and economical manner. They are arranged on a simple (self-indexing) basis which substantially eliminates the preparation of index and other correspondence records. Despite the fact that the filing system of any office must adjust itself to local conditions, it is thought that this office has solved its problem along lines that are of general application in the Department of Justice.

Under the present practice the special agents (of which there are 70) report daily as to their operations. It is thought that a daily report from each special agent is not essential to the present efficient supervision of the field force. Instead of such daily reports, which entail considerable administrative examination, it is suggested that regular reports be required every week or ten days. In addition to such periodic reports the agents may be required to submit special reports of significant or unusual developments in the prosecution of an inquiry or investigation. Such a change will relieve the field force of the preparation, and the bureau of the examination, of a large number of reports that are of little or no value. And the requirement of special reports, as above outlined, will secure to the bureau immediate advice as to developments of which it should be informed.

It may be desirable in the event the foregoing suggestion is acted on to exact a daily time report (for which a form may be devised) showing the hours of actual service and the place where such services were performed.

e. *Division of Accounts.*

Agreeably to the general recommendation of segregated files, it is recommended that complete files of current or active correspondence be kept in this office. Under the present practice a file is maintained of copies of outgoing correspondence, in duplication of the records of the central file. The arrangement of this file is as follows:

Letters to the Senate and House and officials of the executive departments, classified as to departments and officials.

Letters to United States attorneys, United States marshals, clerks in United States courts, classified by districts and officials within each district.

Letters of clerks in circuit courts of appeals, by circuits.

Letters to United States commissioners, alphabetically arranged.

Letters to United States judges, alphabetically arranged.

Miscellaneous letters, alphabetically arranged.

Sheets showing disallowances in accounts, alphabetically arranged.

The foregoing classification, which places the files on a self-indexing basis, seems to be adequate and simple. Putting the foregoing recommendations into effect will require only the attaching of the incoming correspondence, which at the present time is referred to the central files and files on a numerical basis, to the carbon copies retained. Little or no additional work will be imposed upon the filing clerk.

The foregoing rearrangement of the files will effect a saving not only in eliminating the present duplication of work in the central file but also in rendering all the working papers of the division more accessible. The present need for an additional carbon will be removed if the foregoing recommendation is put into effect.

Briefing.—A rather odd practice prevails in briefing each communication on the margin of the letter. This brief is a short abstract of the subject of the letter, indicating the nature of the communication answered. Under the rearrangement of the files, making both incoming and outgoing correspondence available, this record will serve no purpose. We recommend that the practice be discontinued.

f. *Public Lands Division.*

In keeping with the plan of segregation already discussed in this report, it is recommended that separate files be instituted in this division for its current or active cases. This division would be assigned the subjects over which it has jurisdiction, the primary classification of which would be, as already suggested, the various judicial districts of the United States. Within each division the file units—cases—should be arranged alphabetically according to the names of the initial defendants. Owing to the fact that statistics are compiled with reference to criminal and civil cases it might be well to further subdivide this file by grouping the civil cases distinct from criminal cases. The foregoing represents the scheme of filing which has already been discussed applicable to all of the offices charged with the preparation of legal cases.

It is recommended that the card record or indexes containing a digest of all incoming and outgoing correspondence be discontinued.

A card docket is kept in this division on which is recorded a digest of all incoming and outgoing correspondence. A distinct card or set of cards is used for each case, the entries being made in chronological order. The primary purpose of this record is to furnish without reference to the central files complete information as to the status of every case being handled. We are convinced that there will be no need whatever for the continuance of this record—which requires a large portion of the time of one clerk—if this division maintains its own files agreeably to the plan already outlined.

Docket of cases.—An elaborate docket or record of pending litigation, in duplication of the departmental docket in the Division of Mails and Files, is maintained in this office.

This record is prepared from correspondence received in the division and from the docket reports which are referred, after action taken by the Division of Mails and Files, to this division. The record is used for statistical purposes to a large extent. For this reason the cases are classified as follows:

1. Cases arising from trespass on the public lands.
2. Actions at law to recover for deceit in the procurement of patents to public lands.

3. Suits in equity to confirm title in bona fide purchasers of lands erroneously patented or certified, and to recover the minimum Government price thereof from the patentees.

4. Suits to cancel patents, certifications, and mesne conveyances for fraud or mistake, and for incidental pecuniary relief.

5. Criminal cases based on offenses committed in the entry of, and procurement of patents to, public lands.

6. Suits to declare forfeiture of grants of land or rights of way for breach of condition.

7. Suits to restrain interference with reclamation work.

8. Action against public officials defended by the Department of Justice.

9. Cases arising on defaults of contractors engaged in work on reclamation projects.

10. Miscellaneous.

If the cases instituted were reported on forms accommodating but one case, instead of several, this office would be able to file such notices, classified in the same manner as the book register, the various classes of cases representing the primary divisions of the file. The purpose of the foregoing docket or register of cases which requires considerable clerical work would be removed. Each form should contain designations similar to the designations from the pages of the docket. From time to time as developments occur the necessary entries could be made on the respective records. When the cases were closed, they could be removed to a closed file. It is not seen why such a record would not serve all of the purposes of the present bound register, at the same time effecting a considerable saving in the clerical work which is involved in the keeping of the foregoing elaborate record.

g. *Office of disbursing clerk.*

The recommendations of the commission with reference to the files of this office are directed against the present practice of—

(*a*) Folding correspondence and filing it in old-style document filing boxes.

(*b*) Briefing of correspondence.

(*c*) Recording outgoing correspondence (in a bound volume).

It is recommended that vertical filing equipment be installed, the system of filing being changed from folded to flat. The reasons underlying this recommendation have been sufficiently set forth in Circular 21. This change would simplify the work of filing and remove the necessity for briefing correspondence.

Under the present practice, a portion of the correspondence, including department memoranda, miscellaneous letters (600), and communications from other departments (50) is briefed. Inasmuch as the change of the system of filing from folding to flat would eliminate any necessity for this record, it is recommended that the practice be discontinued. The estimated saving is $100 per annum.

Outgoing correspondence is press copied. From the press-copy book it is recorded in a large bound register. For each communication is shown the following items:

(1) Date, (2) book (press-copy book), (3) page (press-copy book), (4) name, (5) subject.

With the carbon copies, attached to the incoming letters and easily accessible in the files, we see no necessity for the foregoing additional record. The papers themselves are the working materials. We recommend that this record be discontinued. The estimated saving is $200.

h. *Office of Solicitor for the Department of Commerce and Labor, etc.*

Despite the fact that the files of this office are very orderly and the papers readily accessible, it is believed that the paper work can be considerably reduced, with the same or increased efficiency, by rearranging the files on a self-indexing basis.

The present system is based upon the arbitrary numbering method. Three different series of progress numbers are used to identify the primary division of the file, which are as follows:

(*a*) General (including legal opinions and miscellaneous).

(*b*) Bonds, etc.

(*c*) Compensation claims.

The assignment of the arbitrary serial numbers upon which the filing system is based necessitates an elaborate system of recording and indexing. The index records serve only to identify the cases in the files. If the latter were classified on a self-indexing basis, agreeably to the suggestions herein contained, the operations of recording and indexing could be substantially eliminated.

No difficulty should be experienced in devising a classification of the correspondence which would place the files on a self-indexing basis. It is entirely feasible to use as a basis of such classification the primary divisions of the present file. These would be as follows:

1. Legal opinions (requests for).
2. Claims (compensation).
3. Contracts, etc.
   - *a.* Contracts.
   - *b.* Leases.
   - *c.* Bonds (alien).
   - *d.* Bonds (contract).
   - *e.* Bonds (official).
   - *f.* Insurance policies.
4. General.

Division 1 should be further classified subjectively according to the subjects on which legal opinions are rendered. Division 2 should

be further classified alphabetically according to the name of the claimant. Division 3 or the several divisions thereof should be classified alphabetically according to the individuals or corporations affected. In isolated cases it might be necessary to depart from the alphabetical classification. Division 4 will present the general correspondence of the office. This correspondence, for the most part, groups itself into cases; the cases represent the inquiries or subjects submitted to this office for investigation and action. Within this unit (i. e., the case) is assembled all of the papers relating to a particular inquiry, etc. It is suggested that these cases be grouped subjectively; that is, under the subjects to which they relate. The cases may be assembled in alphabetical order. For that portion of the general correspondence which does not relate to cases a miscellaneous division of the general file may be maintained in which the correspondence will be filed alphabetically according to the names of the correspondents.

The advantages of arranging the files on a self-indexing basis has been set forth in great detail in another part of this report. In the first place, the proposed arrangement—which carries the classification, now made on index cards, to the files themselves—would eliminate the expense involved in the preparation of index cards. It would furnish the same facility in locating the original papers in the files as the present does in locating the index cards which identify the papers in the file. In the second place, the records themselves will be more accessible under the suggested arrangement, inasmuch as the intermediate reference to the card index to determine the identifying file number will be obviated.

It is true that in isolated cases it will be necessary to make cross references to the files. For instance, where a communication refers to several subjects, cross references should be made to the subjects other than the one under which the correspondence is filed. Similar cross references may be necessary to important statutes to which a communication relates. For the most part, however, the primary classification will suffice. It is suggested that the cross reference be placed in the files rather than in a separate or independent card index. The latter, however, is entirely feasible.

Several records are prepared in conjunction with the present system of filing which are described under "Briefing." These consist of (*a*) Solicitor's memorandum; (*b*) Records; (*c*) Daily records.

The information contained in each is similar, although a different purpose is served. Under the present practice the foregoing are prepared by separate typewriting operations. The record sheets serve as the basis for recording and indexing of correspondence. This will be rendered unnecessary if the files are rearranged on a self-indexing basis. The solicitor's memorandum is used by the

solicitor or assistant solicitor in conjunction with the assignment of correspondence. This memorandum serves to describe the communications to be assigned. When assigned, entry is made thereon of the attorney to whom it has been referred for action. This record seems unnecessary. The well-defined distribution of work among the various legal assistants indicates sufficiently the exact location of pending cases. It is important to note that the solicitor necessarily makes his assignment for the original papers, rather than from the records thereof on the memorandum. The daily record sheet furnishes the solicitor with information as to cases on hand. In an office as well organized as this no need should be felt for daily record of this nature. A weekly or semimonthly report from each of the personnel indicating the cases pending, with a description indicating the date of the inception of each case, etc., for instance, would serve the purpose of the daily record at a considerable reduction of clerical work involved. We suggest that the solicitor's memorandum and the daily record be discontinued. If this suggestion is not put into effect, however, the present practice of preparing these records by separate process should be continued. A rearrangement of the size and form of these records, on both of which is entered similar information, would facilitate the making of one by carbon process.

i. *Office of Solicitor for the Department of the Treasury.*

The filing system of this office is based upon the assignment of an arbitrary number. It resembles the numerical system of the central files (Division of Mails and Files). The correspondence of this office—like that of the department proper—groups itself naturally into cases. A case, which represents the final file unit, embraces all correspondence, both incoming and outgoing, relating to a particular inquiry, investigation, or subject. It is to this file the unit of the arbitrary serial number, identifying and locating the correspondence in the files, is assigned.

The considerations in favor of rearranging the files on a self-indexing basis are treated at length under a consideration of the central file. Inasmuch as the filing problems of this office are similar to those of the department proper, the considerations submitted under the above caption apply here. The chief advantages to be derived from the proposed reclassification of the files are:

(*a*) The elimination of the elaborate system of recording and indexing now maintained.

(*b*) Greater facility in searching the files, inasmuch as the intermediate reference to the card indexes to determine the identifying filing numbers is eliminated.

(*c*) The indirect advantages growing out of having the files logically classified, thus assembling related papers in the same divisions of the file.

The rearrangement of the files on a self-indexing basis will result in the substantial elimination of the preparation of index cards and the classification of correspondence incidental thereto. At the present time a record is prepared of each incoming and outgoing communication on cards 4 by 6 inches in dimensions. The description of the operations involved furnished this commission indicates that the cards are classified by subjects and individuals. The primary, if not sole, purpose of the foregoing record is to identify and locate papers in the file. Under the proposed rearrangement of the file, which will make it self-indexing, the purpose of the card index will be removed.

As a tentative basis of the proposed classification, the details of which may be worked out by the office to conform more accurately to the conditions, it is suggested that the primary divisions be maintained for the following classes of correspondence:

1. Relating to cases.
2. Reports from the officers of the several districts.
3. Miscellaneous.

The first primary division above mentioned represents the largest and by far the most important branch of the correspondence of the office. The secondary divisions of this file should conform to the general subjects, such as land, internal revenue, etc., into which the cases naturally fall or may be classified. Within the respective secondary divisions the cases (representing the final file units) should be assembled alphabetically according to the name of the initial defendant.

The second division of the file would include the regular reports received from the offices of the several judicial and customs districts. They should be filed primarily by districts, the secondary division consisting of the respective offices within the districts, under which the reports might be assembled in chronological order. The third division of the files would embrace the miscellaneous correspondence. The arrangement of this should be alphabetical throughout, according to the name of the correspondents.

The use of numbers identifying the primary and secondary divisions of the file was discussed in the consideration of the numerical filing system of the department proper. The considerations there set forth in favor of their use apply here, although their value is not so definite, inasmuch as the file of this office is less complicated than the other.

j. *Bureau defending suits in Court of Claims.*

The suggestions and recommendations for this office are directed against the following practices which prevail under the present procedure.[1]

[1] Since the submission of the descriptive statement for confirmation, steps have been taken to put into effect certain recommendations contained in Circular 21. The present report proceeds on conditions as set forth in the descriptive report.

(*a*) Folding correspondence and filing it in old-style document boxes.

(*b*) Docketing cases in bound records.

(*c*) Filing copies of outgoing correspondence separate from the incoming.

It is recommended that the present practice of folding correspondence and filing it in old-style document boxes be discontinued. The reasons supporting this recommendation are sufficiently set forth in Circular No. 21, published by this commission. The principles therein recited are of general application. Under the proposed rearrangement of the files the present practice of briefing, which applies to only a portion of the correspondence, should be discontinued.

In connection with the proposed filing system it is suggested that the files be rearranged in certain respects. The primary divisions of the file should be maintained as at present:

1. General jurisdiction.
2. Congressional.
3. Departmental.

General jurisdiction and congressional cases.—Arbitrary serial numbers, styled "Docket numbers," are assigned to the general jurisdiction and congressional cases by the Court of Claims. Separate dockets are used for each of the above classes. It is suggested that (1) pleadings, (2) correspondence, and (3) printed matter (evidence, briefs, etc.,) be filed according to this prearranged number assigned by the Court of Claims. In other words, the congressional cases and general jurisdiction cases will constitute distinct files or separate divisions of the file. The file unit of each class, consisting of the cases, will be assembled in numerical order according to the docket numbers above described. Pleadings and correspondence should be assembled together in a vertical filing equipment. It is suggested that separate manila folders be used for each. It will be more satisfactory to file the printed matter separate from the other papers (pleadings and correspondence) in boxes of convenient size. As indicated, supra, the same numbers—the Court of Claims docket numbers—will determine the location of both divisions of the file belonging to a given case.

Department cases.—It is suggested that these cases which are not numerous be classified primarily by departments and within each division as subjects. This would place the files on a self-indexing basis.

Recording and indexing.—It is recommended that the present elaborate dockets, similar to the dockets of the Court of Claims, be discontinued and that card records, as herein outlined, be substituted therefore. In the present dockets the cases, which are instituted in the Court of Claims, are entered in chronological order. The record of each case includes not only a description of the case (that is, docket

number, parties, date, amount claimed, etc.), but also a history of the proceedings in court and a detailed record of the incoming and outgoing correspondence conducted with refernce to it. Inasmuch as these cases are entered in chronological order, alphabetical card indexes are maintained to identify the cases in the docket.

The above recommendation contemplates the abandonment of the bound volumes and the substitution therefor of card records. On each card will be entered a description of the case similar to the description entered in the bound volume. In addition thereto the proceedings in court will be entered. The individual cards will be assembled in alphabetical order. The card records will serve the purpose of the present docket record in furnishing the status of each and every case with the defense of which this office is charged. Inasmuch as the cards could be assembled in alphabetical order, it would serve the purpose of, and dispense with, the card indexes, which are at the present time kept in the bound dockets.

Under the present practice the record of each case entered in the bound volumes includes a detailed chronological statement of the incoming and outgoing correspondence conducted by the office. We see no necessity for such record of correspondence, the originals of which are easily accessible in the files. It is recommended that the records entered on the cards be limited to proceedings in court. This will furnish the officers of the bureau a record or statement of the status of any case and the steps or proceedings taken in the court. If further information than this is desired, the original correspondence must in any event be referred to. Such original papers are on file in the office. The foregoing detailed record of the incoming and outgoing correspondence informs the bureau—without reference to the files—what correspondence has been received and prepared in each case. It is thought, however, that the files, which constitute the working materials, should furnish the record of correspondence received and prepared.

It is recommended that cards, medium weight, 4 by 6 inches in dimensions (although it is feasible to use a larger card), be used for the proposed docket record. Printed headings, similar to the designations on the bound docket, should provide for entry of items descriptive of the case. These would be as follows: Docket No. ———. Name of claimant ———. Nature of claim ———. Amount claimed ———. Claimant's attorney ———. Attorney having charge of defense———. Proceedings.

It is suggested that the division of the proposed card docket and index be kept for the current or pending and the closed cases. The use of cards, segregating the cards of active and closed cases, which cards may be assembled according to any classification desired, would facilitate the compilation of the statistical data for the annual report or other purposes.

The foregoing card file or docket, being arranged in alphabetical order according to the names of the claimants, will furnish the docket (or file) number of each case—the location of the case in the file being determined by this number. Inasmuch as the file docket will be self-indexing (in which respect it differs from the bound docket) it will serve the purpose of, and dispense with, the alphabetical index to the present bound docket.

It may be urged that the records prepared on cards are not as secure from loss or destruction as records prepared in bound form. This is true. It is the experience, however, of all properly organized offices that records on cards are seldom, if ever, misplaced or lost. On the happening of such remote contingency no embarrassment, other than the forced delay in securing the information from other sources, will result. Such other source—in the case of this office—consists of the file of legal papers and correspondence. It is important to note that the present docket is not an independent working record of the office which is used to the exclusion of the files. It is, or at least should be, used in conjunction with the file of working material of which it constitutes the index and docket record. The original papers, or copies thereof, are retained in the files of this office, and would, under an orderly system, be readily accessible.

It is not thought that the present bound records are well adapted to the purpose they serve. Owing to their limited use, as heretofore outlined, and the expense involved in their maintenance and the preparation of the card indexes which are necessary to identify such records, no reason can be advanced for their continuance.

The bureau did not furnish an estimate of the expense of keeping the chronological record of correspondence in these dockets. Judging from the elaborate manner in which the individual cases are entered, it is apparent that a considerable reduction of clerical work will result from the discontinuance of the present practice.

At the present time the following force is employed in this file room:

Clerk in charge (Thos. H. Wright)	$1,600
Has charge of all matters in the file room, including the arrangement and docketing of claims, custody of office papers, records, etc.	
Clerk	1,000
Employed as utility clerk in connection with file and docket records.	
Clerk (John R. Wright)	1,200
Employed in the file room in docketing claims and general file work; also subject to call as stenographer.	

Certain miscellaneous work which should devolve upon the file room proper is referred to clerks of other divisons for attention. The preparation of the cards which constitute the index to a certain docket

is referred to a clerk at $1,000 per annum, who is two floors removed from the file room. The cards, when prepared, are referred to the file room with the cases indexed. As already indicated, the preparation of these cards will be eliminated by installing the card docket, which will place the docket file on a self-indexing basis. This change will effect a saving equivalent to the time consumed in the preparation of these cards. Again, a stenographer (at $1,600 per annum) is charged with keeping the miscellaneous letter file (self-indexing protection letter-file boxes being used for this class of the correspondence), and the file of carbon copies (which, under the present practice, are not attached to the incoming correspondence). In another part of this report the above practice has been commented upon and its discontinuance recommended. The miscellaneous correspondence (i. e., having no direct reference to cases) should be placed in the regular vertical equipment, a separate division styled "Miscellaneous" being kept therefor. The arrangement of this division of the file should be alphabetical, according to the names of the correspondents. Under such an arrangement of the files the foregoing duties, which at present devolve upon the stenographer mentioned, would be placed upon the file clerk, to whom they properly belong.

Of the force maintained in the file room, two clerks (at $1,600 and $1,000) are exclusively engaged in the filing of correspondence and the preparation of records incidental thereto. A large portion of the time of a third clerk (at $1,200 per annum) is consumed in the filing work. The aggregate expense involved in the maintenance of a central file is in the neighborhood of $3,400. This does not include the expense charged against the two clerks who perform miscellaneous duties relating to the files. By the institution of flat filing, the discontinuance of briefing, the discontinuance of the elaborate docket records, and the rearrangement of the files on a simpler basis, as hereinbefore outlined, it is estimated that one clerk, at a salary of $1,200 per annum, could efficiently perform all the work and duties which devolve upon the filing section of this office.

The clerk in charge of the file room has been in the service in the neighborhood of 50 years. While his record, no doubt, reflects great credit, we feel compelled to state that he is quite unfit, because of his age, to perform the active duties which devolve upon a file clerk.

The critical comments and recommendations presented in this report are based upon the detailed statements of fact given in the appendix which follows.

Respectfully submitted.

FREDERICK A. CLEVELAND,
WALTER W. WARWICK,
MERRITT O. CHANCE,
Commissioners.

APPENDIX.

DESCRIPTIVE STATEMENT OF THE PRESENT METHODS OF HANDLING AND FILING CORRESPONDENCE IN THE DEPARTMENT OF JUSTICE.

1. DELIVERY OF MAIL, OPENING, AND FIRST DISTRIBUTION.

The mail for the Department of Justice is delivered by the department's wagon to the chief messenger at the following hours of the day: 8.30 a. m., 10.30 a. m., 12 noon, 3 p. m., 4 p. m.

The chief messenger sorts the mail into the following classes, using a distributing case for that purpose:

1. Mail addressed to the officers of the department in their personal capacity.
2. Mail addressed to the Attorney General marked "private" or "confidential."
3. Mail addressed to the Bureau of Investigation.
4. Mail addressed to the superintendent of prisons.
5. Mail addressed to the bureau defending suits in the Court of Claims in district and circuit courts.
6. Mail addressed to the pardon attorney.
7. Mail addressed to the disbursing clerk.
8. Mail addressed to the Division of Accounts.
9. The remainder (general departmental mail).

Such part of the official mail as falls in classes 1 to 8, above mentioned, is not opened by the chief messenger. It is distributed by him according to the office indicated and collected from the distributing cases at various times of the day by messengers of the various bureaus and divisions concerned. This mail, which represents at least 50 per cent of the aggregate, does not pass through the Division of Mails and Files (i. e., the central file). The remainder of the mail, described above as the general departmental mail, is opened by the chief messenger and delivered to the Division of Mail and Files.

2. ORGANIZATION AND METHODS OF MAIL AND FILES DIVISION.

The Division of Mail and Files (office of the chief clerk) is the central or general file of the Department of Justice. In this division the general correspondence, records, and files of the department are maintained. The primary function of this office is that of handling and filing correspondence.

The division occupies six offices or rooms on the first floor of the department building, two rooms in the basement floor, in addition to a large room in the building adjacent thereto, which is used as the repository of the files.

Organization:

The Division of Mail and Files is immediately under the direction and supervision of a clerk, who is designated as the Chief of the Division of Mail and Files. His compensation is $1,800 per annum. He reports to the chief clerk of the department. The organization of this division, which consists of 15 clerks and 2 messengers, is as follows:

Chief of division (clerk, class 4)	$1,800
Assistant to chief (clerk, class 4)	1,800
Clerk, class 2	1,400

Clerk, class 2	$1,400
Clerk, class 1	1,200
Clerk	1,200
Clerk	1,000
Clerk	900
Clerk	900
Clerk	1,000
Clerk	900
Clerk	1,000
Clerk	1,000
Clerk	1,000
Clerk	900
Messenger	720
Messenger	720
Total	18,840

General description of work of division.

The work of this division, which is primarily a recording and filing office, consists principally of (1) stamping, briefing and recording, indexing, and distributing *incoming* mail; (2) briefing and recording, indexing, and press copying *outgoing* mail; (3) filing of the general departmental correspondence (incoming and outgoing) that is not filed in other offices or bureaus of the department. House and Senate bills and public documents; (4) keeping docket of cases; (5) miscellaneous correspondence.

The operations of the division are so interrelated that the lines are not sharply drawn between one activity or process and another; where the personnel is so small the work will necessarily overlap.

Classification of correspondence.—The volume of correspondence received annually in this division aggregates 93,400[1] communications. In addition thereto the division handles annually 22,000 House and Senate documents.[2] The foregoing correspondence might be classified as follows:

From the executive departments in Washington:		
Recorded	17,070	
Miscellaneous—unrecorded	8,530	
		25,600
From United States attorneys and marshals:		
Recorded	25,200	
Miscellaneous—unrecorded	12,600	
		37,800
From miscellaneous sources:		
Recorded	20,000	
Unrecorded	10,000	
		30,000
Total		93,400

Work related to incoming mail.

As indicated, the mail passing through the central file is opened by the chief messenger of the department. The chief messenger's room, which is about 40 feet from the office of the Division of Mail and Files, opens into the same hall.

[1] These figures submitted by the chief of division are 20,000 in excess of the figures submitted by him in February, 1911.

[2] Five copies of each document (of which there are 22,000 each year, estimated) are received; one is distributed to the chief clerk; one to the Assistant Attorney General; the remaining copies being placed on file (House and Senate file) awaiting future call.

The envelopes in which the mail is received are retained in a cabinet in the chief messenger's room for a period of two weeks, in order to insure the Government against loss of valuable inclosures which may be overlooked in the mail at the time of opening, and also occasionally to verify the date or place of dispatch of a particular communication addressed to the department when they can not be determined from the letter itself. The chief messenger stated that there are frequent calls—several a week—to ascertain the time or place of dispatch from the postmark on the envelope.

The chief messenger's salary is $1,000 per annum. He estimates that he spends 12½ per cent of his time opening mail. On this basis, the annual salary cost would be $125. The chief messenger delivers the official mail after it is opened to the assignment clerk of this division, A. C. Lietz. He stamps the date and hour of receipt on the face of each communication. The following is an illustration of the stamp used:

MAR. 2. 2-35 p. m. 1912.

For the purpose of assignment a second stamp, of which the following is an illustration, is placed immediately below the date:

Department of Justice
Feb. 8, 1912
Mail and Files Division.

Action_____

From an inspection of the communication the assignment clerk (Lietz) determines the officer to whom the communication should be referred for action, and stamps the name or title of such officer in the blank space of the stamp just described, immediately below the date. In some cases the latter does not indicate to whom it should be assigned, in which case Mr. Lietz refers to the subject and numerical index (and occasionally to the files themselves) to determine the attorney or officer of the department who is in charge of that case.

Indexing.—The mail is then turned over to a clerk, class 1 (Mr. Watson), who has charge of the classification of the mail according to its respective subject numbers. From an examination of the subject index (hereinafter described) the classification clerk determines whether there are any previous papers in the case and, if so, the file number is written on the back of the communication with lead pencil. A clerk (Herbert Borchardt) assists Mr. Watson the first two hours in the morning in searching subject files.

This—the general files index—is a card index, based upon a subjective classification of all the business to which the correspondence which passes through the general file pertains. Each new subject is furnished with a new subject number. This is an arbitrary number—the next number after the one last assigned. A subject once indexed (that is, given a number) serves for all subsequent communications on that subject.

If there are no previous papers in the case, the communication is referred to Mr. Crew (the index clerk), who prepares the requisite subject-index cards and cross references.[1]

[1] It should be noted that this is the general index to the correspondence file. A more detailed description of its character and scheme is shown under the subject, "Filing of Correspondence." As the file is maintained, however, in conjunction with the operations above described (in the individual treatment of the correspondence) this description properly appears here.

After the subject number of the correspondence (which is the file number) has been ascertained and indorsed on the back of the communication by Mr. Watson, it is given to Mr. Manning, who has charge of the numerical card index. From this index Mr. Manning determines the serial number of the communication in a particular case. In the blank space of the receiving stamp above the date Mr. Manning inserts the file or subject number (which is already on the back of the communication), and the serial number, separating the two by a dash. The following is an illustration of the stamp after all entries have been made as above described:

40000—55
Department of Justice
Feb. 8, 1912
Mail and Files Division.
Attorney General
Action----------

The numerical index is a card index from which is determined the serial number of all incoming and outgoing correspondence. The cards filed in this index (which are described under "Briefing and recording") receive a subject number from the subject index before described. These cards are filed numerically according to such subject number, and under each subject number according to serial number. By reference to the subject number and under that subject number the last serial number used is determined the serial number of the communication being handled. On a thin white card kept in this file for each subject number is indicated the last serial number used so that in the event a serial number is used and the same subject is repeated (demanding the next serial number in that subject) before the record card for the former is made up and filed, the former serial number will not be duplicated. These cards easily identify the individual communications within each subject.[1]

The assignment, subject, and numerical index clerks (Lietz, Watson, and Manning) are in the same room. The numerical file is to the left of the assignment desk, opposite which is the subject file. The arrangement of equipment and clerks makes for the maximum dispatch in the performance of the foregoing duties.

The names and salaries of persons engaged in the foregoing operations (opening, receiving, stamping, indexing, etc.), the estimated portion of the whole time of each consumed in such work, and the cost thereof are as follows:

Name.	Duties.	Salary.	Portion of whole time engaged upon such work.	Net cost.
			Per cent.	
J. H. Haney	Opening	$1,000	15	$150.00
A. C. Lietz	Assigning	1,200	50	600.00
L. P. Watson	Subject classification	1,200	100	1,200.00
F. E. Manning	Numerical indexing	1,000	66⅔	666.66
Total net cost				2,616.66

Briefing and recording (incoming correspondence).

After the completion of the foregoing operations (i. e., opening, stamping, and indexing) correspondence passes from Mr. Manning to the briefing and

[1] The extent to which these cards serve as a brief and record of such correspondence is treated under "Briefing and recording."

recording clerks (M. O. Beard, G. W. Allen, C. W. Landrum), who are located in the same room.

With few exceptions, all the official mail (both incoming and outgoing) which is handled through the central files is briefed and recorded. According to the system which here prevails, briefing and recording comprises but one operation. This is done on thin 3 by 5 inch cards, a separate card being used for each communication briefed. Cards of three colors—white, blue, and green—are used. The brief, which is typewritten in triplicate, contains the following items: (1) The file and serial number of the correspondence; (2) the judicial district, executive department, or, in the case of a point of origin other than the two described, the word "miscellaneous"; (3) the date of the letter; (4) the name of the letter; (5) a brief statement of the subject matter of the letter (10 to 20 words); (6) the name of the officer or employee to whom the letter is assigned.

The following is an illustration of the form used in the preparation of this record, together with the items above mentiond, as they are arranged:

150503-14	Miscl.	Oct. 2, 1910, 10/12/10.K

Samuel J. Kusterman,
Martinsburg, W. Va.

Desires information concerning the timber trespass case against John Doe & Co., Idaho; is interested in the lands involved.

KNAEBEL.

The white and blue cards are permanently filed in this division; the green card accompanies the communication to the office of the clerk to whom it is sent for action, to be used by him as a tickler, or for any other purpose it may serve.

The indexes of the white cards (which are kept in the adjacent room) are classified into three divisions (the division into which the mail naturally divides itself)—(1) Executive departments, (2) Attorneys and marshals, (3) Miscellaneous.

1. Under "Executive departments" separate sections are maintained for such units at Washington as each of the nine executive departments, the United States Supreme Court, the Civil Service Commission, Commission on Fine Arts, Customs Court, Interstate Commerce Commission, Library of Congress, Public Printer, Superintendent of Documents, Smithsonian Institution, and the Court of Claims. In each of these indexes cards are filed in chronological order.[1]

2. The second division of this index contains the record cards of correspondence with attorneys and marshals. The white cards for this (the incoming) correspondence are filed primarily according to the States, which are arranged alphabetically. Subdivisions occur where there is more than one judicial district in a State.

3. The third subdivision is that of the miscellaneous correspondence of the department. The record cards for this correspondence are filed alphabetically.

The blue index card is filed in the numerical files (which have been described) according to the file and serial number.

[1] A separate section is also maintained for the House of Representatives and the Senate, in which the white cards are filed alphabetically.

It might at this point be noted that in the files just described is recorded not only the incoming correspondence, which is briefed on the white and blue cards, but also the outgoing correspondence, which is briefed on yellow and salmon cards.[1]

The yellow card is filed under an arrangement similar to that of the white card; the salmon-colored card under an arrangement similar to that of the blue card.

These record or brief cards serve as a complete duplicate history of correspondence (both incoming and outgoing) with each department, judicial district, or individual whose communications are handled in the Division of Mail and Files. The white (incoming correspondence) and the yellow cards (outgoing correspondence), which are filed for the most part in chronological order, serve as a complete history of the correspondence with an office or individual. The blue card (incoming correspondence) and the salmon-colored card (outgoing correspondence) serve as a history of the correspondence on any subject.

The foregoing discussion with reference to briefing and recording concerns the major portion of the correspondence which goes through the Division of Mail and Files, i. e., the official correspondence which is permanently filed in this division. As pointed out in the introduction, however, certain offices, such as the office of the pardon clerk, appointment clerk, etc. (which will be dealt with more specifically in this report), maintain independent files in which their correspondence is retained. Pursuant to an order of the Attorney General, No. 148, dated June 1, 1910, this mail must go through the central file for recording, in order that there may be in the Mail and File Division a reference to each official letter received in the department.[2]

If the mail falling within this class is received direct by this division, from which it is distributed (such as in the case of the appointment clerk) this record is made up in the ordinary course of recording the official mail as already described. Where the mail is distributed unopened to the office or officer in charge of the subject (such as in the case of the pardon clerk) it is referred back for recording. This record is typewritten on a thin white 3 by 5 inch card, which is filed in the white card index. The record contains the same information as the cards which have already been described, save that the subject and serial number are omitted and the brief contains only the name of the individual involved. Inasmuch as the correspondence is not retained in the files of the division, there is no need for a file number. The card serves at once as a reference card and charge against the office or officer to which it has been assigned for action. Names and salaries of persons engaged in briefing and recording incoming correspondence, the estimated portion of the whole time consumed by each person in this work, and the cost thereof are approximately as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
M. O. Beard	1,000	35	$350
G. W. Allen	900	40	360
C. W. Landrum	900	40	360

[1] A description of the "recording and briefing of outgoing correspondence" will be found under that head.

[2] Express exception in the order is made for the Bureau of Investigations. Practice has sanctioned one or two other exceptions.

From an examination of the foregoing salary table, it will be seen that the total cost of preparing the briefs of incoming correspondence is $1,070 per annum.

The chief of division estimates that in the neighborhood of 150,000 cards are used for preparing and recording incoming correspondence (of this number about 30 per cent is made up of the green cards, which accompany the letters and do not form a permanent record). The cost per thousand is 58 cents, which would make an annual cost of $87 for incoming correspondence.

Distribution (incoming correspondence).—After the mail has been recorded and briefed as described in the foregoing chapter, it is referred to the index clerk (Mr. Crew). He detaches the white and blue cards (which are then filed in the two card indexes already described) and makes the requisite subject index cards together with all cross references for the mail that has not been properly indexed. The mail is then turned over to the chief of division or his assistant for examination and distribution. An inspection is made for the purpose of verifying assignments, etc.

The name of the office or officer to whom the letters are assigned, stamped on the face of the letter, facilitates distribution. A large distribution case is maintained in the room adjacent to the office of the clerk in charge. The actual distribution of the mail into the trays labeled with the names of the office or officer to whom assigned is usually done by the chief of division. A red slip marked "Special" is attached to letters, telegrams, or other communications, which require immediate action.

The chief of division estimates that the work of distribution requires 5 per cent of his time and about 10 per cent of the time of a messenger. The salary of the former is $1,800 and the latter $720, which would make a total net cost for this work of $162 per annum.

Work related to outgoing correspondence.

After the correspondence has been acted upon by the office to which it was referred it is returned to the Division of Mail and Files, accompanied by the replies prepared, the necessary carbons, etc. When the outgoing mail has been prepared by the Attorney General, the assistant to the Attorney General, or any one of the Assistant Attorneys General, it is signed by such officer before coming to the Division of Mail and Files. If it is prepared in an office or division the officer in charge of which is under the rank of an Assistant Attorney General, it is sent to the division without signature.

The outgoing mail, prepared in the various offices, is inspected and prepared for signature and press copying, or, in the event it has been signed, for press copying, by Mr. Borchardt. He examines it to see that the correspondence is properly initialed, numbered, and the necessary carbons attached. He stamps on the carbons the name of the officer signing the original. After the mail is signed and properly checked it is press copied, and Mr. Borchardt then incloses it in envelopes for mailing.

Press copying (outgoing mail).—All of the mail which goes through this division is press copied. This is done in bound books of 500 sheets each. It is estimated that about 100 books are used annually, the books being numbered consecutively.

The individual press-copy books are not indexed, but from the press copy is made the brief or record of outgoing correspondence (described under "briefing and recording"), which serves not only as an index of the press-copy books, but also of the carbon copy in the files. In other words, the one operation serves as the index for both.

The press copying is done by the messenger, Abraham Fisher. About one-fifth of his time is consumed in this work. His salary is $720 per annum, which makes the net salary cost $144 per annum.

Briefing and recording (outgoing correspondence).

A brief is made of all outgoing letters similar to that in the case of incoming correspondence. It is typewritten in duplicate (not triplicate) on colored cards, yellow and salmon. The brief contains the following items:

1. The file and serial number of the correspondence.
2. The judicial district, the executive department, or, in the case of another point of destination than the two described, the word "miscellaneous."
3. The date of the letter.
4. The volume and page number of the copy book in which the letter has been copied.
5. The initials of the officer preparing the letter.
6. The initials of the clerk making the brief card.
7. The name of the office or officer to whom the letter is addressed.
8. A brief statement of the subject matter of the letter (10 to 20 words).

The following is an illustration of the form used, together with the entries which appear thereon:

150503–12	Idaho	Sept. 2, 1910. 365–27. K–B.

United States attorney.

Accept offer of compromise, John Doe & Co., timber trespass, and dismiss suit.

As indicated, cards of two colors are employed. The yellow card is filed under the office or name of the individual to whom the letter is written and the salmon card under the file and serial number. The arrangement is similar to that under which the white and blue cards, respectively, are filed. In other words, each drawer of these card indexes contains a primary classification of incoming and outgoing; the white and yellow cards being used in the former, the blue and salmon cards in the latter. The names and salaries of the persons engaged in briefing and recording outgoing correspondence, the estimated portion of the whole time of each person on such work (which would be about the same as that required for the incoming correspondence), and the cost thereof are as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
M. O. Beard	$1,000	35	$350
G. W. Allen	900	40	360
C. W. Landrum	900	40	360

Indexing (outgoing correspondence).—As is evidenced from the foregoing description, indexing of outgoing correspondence is closely related to, if not a part of, the work of briefing and recording. The plan is identical with that of incoming correspondence. In other words, indexing, briefing, and recording constitute one process. In the case of outgoing correspondence the press-copy books are the basis for the information which is assembled on the cards used for that purpose in the same manner as on the cards for incoming correspondence. The number of cards used annually for indexing outgoing cor-

respondence is 96,000, and at 58 cents per thousand the annual cost thereof is $55.68.

Filing (incoming and outgoing correspondence).—A separate room, the dimensions of which are 22 by 45 feet, is used for the files of this division. As has already been indicated, the system of filing is based upon the assignment of an arbitrary number (in other words, the files are not self-indexing). How this number is obtained has already been described. Each communication is filed, primarily, by its subject number. This subject number serves for the incoming as well as the outgoing correspondence. Under each subject number the files are arranged according to the serial number. In a few instances where the outgoing letter is not based upon the incoming correspondence an independent serial (not subject) is given to it. As will be noted, the assignment of the arbitrary number renders impossible the filing of all correspondence on a general subject in the same place. To illustrate: Taking the Chicago, Rock Island & Pacific Railway Co. as the general subject concerning which a great deal of correspondence would come into the department (and this is the fact), the primary subjects under which it is classified in this division (according to exhibits furnished this office) are as follows: Twenty-eight-hour law; Safety appliances; Quarantine regulations; Transportation account; Rebates, Tennessee; Obstruction of Kaw River, Kansas City, Kans. In other words, six different file numbers are assigned to the correspondence of the Chicago, Rock Island & Pacific Railway Co. This means that the correspondence with the company is filed in six different places—the locality (in the file) of one division of its correspondence having no reference to the locality of the other division. In other words, the violations of the Chicago, Rock Island & Pacific Railroad of the 28-hour law constitute a distinct case. The correspondence relating thereto is arbitrarily assigned to a distinct (subject) number, assembled, and filed together in the files. But it should be remembered (and this is most important in a consideration of the filing system of this division) that correspondence with any other concern or individual in regard to any one of the foregoing subjects (such as 28-hour law) is assigned a number not only different from, but without any relation to, the number assigned to the correspondence on the same subject with the Chicago, Rock Island and Pacific Railway Co. If correspondence had been conducted with eight different companies on the subject of the 28-hour law, as many different file numbers (one having no reference to the other) would be assigned. Inasmuch as the file number determines the place where the correspondence is to be lodged in the file, papers relating to the same subject (such as 28-hour law) may be filed in widely separated places. In this sense there is no subjective classification of the files.

A flat, vertical filing system is employed. The correspondence (both incoming and outgoing) under each serial number is filed in jackets, 8½ by 11 inches in size, which not only protect the correspondence, but serve as a precaution against loss. Filing clerk, Mr. Ferguson, estimates that 100 requests are made daily for files. The office desiring a file in a certain case, having incoming correspondence before him, or some communication with reference to the case, is able to determine the subject number and this file number calls for the complete file on the subject. Requisitions for the files are made on small, thin charge slips, salmon colored, 3 by 5 inches in size. These slips are received by the filing clerk and filed numerically. This file number and the name of the officer charged with the file are copied on an "out" or "charge" card, which is filed in place of the absent file. The charge card is a large salmon-colored card, 8¾ by 7 inches, which remain in the place of the absent

file until it is returned. By reference to the numerical file of charge slips or the "out card" which contains the file number and the name of the officer who has called for the file, the filing clerk is enabled to determine at any time where the absent files are. These charge cards may be used many times and for any file.

When the file is returned the charge slip, which has been filed numerically, and the charge card, which has been filed in the place of the absent file, is withdrawn, the file being replaced in the file case. At the end of the day these charge cards are checked against the charge slips in order to determine whether or not any papers have been wrongly filed. This checks against error, inasmuch as the filing clerk, whenever he discovers that the two do not correspond, may, by reference to these cards, go back over the ground and discover the papers which have been wrongly filed.

To facilitate the work of filing, a guide card is used. This is a large, heavy blue card, 9½ by 6 inches. One guide card is used for each subject number, the number being stamped in the upper left hand corner. Inasmuch as the fastener used on the file takes up some space the guide card is not an incumbrance upon the files. The use of this card also serves to guard against errors in filing, since the clerk will not file papers where a file is already present.

A file is also here kept of Senate and House bills, President's messages, etc. This file is maintained for two sessions; the House and Senate bills are subsequently destroyed. Strictly speaking, this does not relate to the handling and filing of correspondence, but it indicates one of the miscellaneous duties of this division.

A large room about 22 by 45 feet in the building adjacent to and at the rear of the main office building of the department is rented and used as a repository of the general files. There is no segregation made of the files on a basis of the live or dead cases.

Keeping of indexes to the correspondence files.—The subject index described under "Incoming correspondence" is the general index to the correspondence files. This index consists of cards 4 by 6 inches. These cards are filed alphabetically according to subject classification. Each case has a subject number; when given a number that subject may be said to be indexed. A subject once indexed serves for all subsequent communications on that subject, although the index is elaborated upon from time to time as the names of additional defendants or other subjects are brought out by correspondence. A most elaborate system of cross indexing is installed. Each subject is cross indexed under the names of the defendants, places where place is material, and such other catch words as may be appropriate.

The subject numbers are assigned arbitrarily. When a new subject arises it is given the first unassigned number. To illustrate, if 175,000 subjects have been assigned, a new subject will take the number 175,001, etc.

The index clerk (Mr. Crew) prepares the requisite subject index cards and cross references.

Preparation of correspondence.—The only correspondence prepared in this division has to do with miscellaneous inquiries with reference to requests for legal advice, citation of statutes, etc. The chief of the division prepares this correspondence. The volume is small, amounting to about 5,000 letters annually.

Docketing cases.—This division maintains a card docket of all cases to which the United States is a party, or in which it is interested. The docket consists of heavy white cards, 4 by 6 inches, which are filed alphabetically according to judicial district.

The following items appear on the docket card under the arrangement indicated:

Number. District. District court.
Commenced.
Offense.

These cards are prepared from the reports furnished by the United States attorneys when a case is instituted, subsequent entries being made from reports submitted when any material entry is made on the court docket. The cases are cross indexed on a basis of defendants. Inasmuch as the case is started before the docket entry is made up, cross references on the basis of defendants is sufficient.

Distinct card indexes are maintained for pending dead cases. When a case is decided in the lower court the docket card is shifted from the index of pending cases to the index for the dead cases. If an appeal is taken the card is transferred back.

Keeping of subsidiary index to docket.—A subsidiary or cross-reference index to the foregoing docket index is maintained also. This index is kept on slip cards which are filed alphabetically according to the names of defendants, except where the case is very important, in which case the name of the subject may be used.

S. W. Beach is in charge of the docket. He devotes his entire time to this work, except during several months of the year when he is engaged in the preparation of statistics for the annual reports. C. C. Duvall assists in the preparation and filing of docket cards.

The following is an estimate of the salary expense, per annum, for the maintenance of the docket:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
S. W. Beach	$1,000	80	$800
C. W. Landrum	900	80	720
Total net cost			1,520

Names and salaries of persons employed in the Division of Mail and Files, with the whole time of each classified according to work performed.

Name.	Salary.	Duties.	Per cent of time.
George F. Mikkelson, chief of division (clerk class 4).	$1,800	Distribution of mail	5
		Dictation of correspondence	10
		Supervision of mail and files	50
		Supervision of dockets, legislation, preparation of committee reports, etc.	35
Arthur Robb, assistant to chief (clerk class 4).	1,800	General supervision	20
		Indexing	10
		Distribution of mail	5
		Classification of involved subjects and supplying requests for papers	65

Names and salaries of persons employed in the Division of Mail and Files, with the whole time of each classified according to work performed—Continued.

Name.	Salary.	Duties.	Per cent of time.
M. S. Koonce, clerk class 2	$1,400	Inspection and checking of mail for return to files	50
		Changing form of files from folded to flat, change of system.	50
A. K. Brodie, clerk class 2	1,400	Physical filing of papers	25
		Searching old records	75
Amos C. Lietz, clerk class 1	1,200	Assignment of mail	75
		Preparation of brief or record cards of correspondence	5
		Supplying requests for papers and searching of records.	1
		Translations from German	1
L. P. Watson, clerk	1,200	Classification of mail according to subject numbers	85
		Filing of subject index cards	15
M. O. Beard, clerk	1,000	Stenographic duties	50
		Preparation of brief or record cards of correspondence	30
		Filing of brief or record cards	20
		Translation from French	.....
M. H. Ferguson, clerk	1,000	Physical filing of correspondence	75
		Filing of House and Senate bills and documents	25
E. W. Crew, clerk	1,000	Preparation of subject index cards from current correspondence.	60
		Revision of old subject index	30
		Relief telegrapher	10
Herbert Borchardt, clerk	1,000	Classification of mail according to subject numbers	20
		Preparation of mail for signature	50
		Inclosing mail in envelopes	15
		Filing of brief or record cards	15
F. E. Manning, clerk	900	Placing file and serial number on correspondence and filing numerical index cards.	90
		Preparation of brief or record cards of correspondence	10
S. W. Beach, clerk	1,000	Preparation and filing of docket cards and supplying requests for information.	70
		Compilation of certain statistics for the annual report	30
C. C. Duvall, clerk	900	Preparation and filing of docket cards and supplying requests for information.	90
		Keeping up list of referees in bankruptcy	5
		Preparation of brief or record cards of correspondence	5
G. W. Allen, clerk	900	Preparation of brief or record cards of correspondence	95
		Checking correspondence preparatory to filing	5
C. U. Landrum, clerk	900	Preparation of brief or record cards of correspondence	60
		Assisting Mr. Beach on the dockets	40
Chris. Seyfarth, messenger	720	Messenger, physical filing of correspondence	65
		Delivery of mail after recording	15
		General messenger work	20
Abraham Fisher, messenger	720	Messenger, delivery of mail after recording	40
		General messenger work	35
		Press copying	15
		Assembling cards and carbon papers for typewriter operators.	10
J. J. Haney, chief messenger of department.	1,000	The mail is received and opened by Mr. Haney, chief messenger of the department, who is not connected with the Mail and Files Division, and it is estimated that in this operation he consumes about 15 per cent of his time.	.....

3. ORGANIZATION AND METHODS OF THE DIVISION OF SUPPLIES.

General statement pertaining to organization and duties.

The Division of Supplies is a division under the jurisdiction of the chief clerk. There is no statute or departmental order establishing this unit of organization. It seems to have come into existence as a necessary incident to the appropriation for supplies for United States courts and judicial officers, which are provided for in the act of March 3, 1899.

The duties of this division are as follows: (*a*) To purchase, receive, and distribute supplies of all kinds. (*b*) To secure and to pass on estimates on special articles which are not kept in stock. (*c*) To maintain a record of non-consumable property of the Department of Justice. (*d*) To receive and distribute all publications of the Department of Justice; also United States Reports and Digest, Federal Report and Digest, public acts, advance sheets Decisions Supreme Court, session laws, Statutes at Large, and law books purchased under the appropriation, "Books for judicial affairs." (*e*) To maintain a stock record. (*f*) To maintain a record of all requisitions. (*g*) To order, receive, and distribute all printed matter of the department. (*h*) Other miscellaneous duties.

The administrative head of the division is a clerk of class 4. The force over which he has direction is a clerk of class 3 ($1,600), two clerks of class D ($900 each), a packer, and a laborer.

General description of the work of division.

This office maintains its own files for incoming and outgoing correspondence. About 50 per cent of its correspondence goes direct to the division unopened. A large part of the remainder is opened in the Division of Mails and Files, a few scattered communications coming from other offices of the department.

It is estimated that the volume of incoming correspondence per annum aggregates in the neighborhood of 15,000 communications. These may be divided into the following classes:

Miscellaneous letters	2,500
Letters received but not pertaining to the division	250
Memos from Division of Accounts	200
Memos, miscellaneous	200
Departmental requisitions for stationery and supplies	2,500
Departmental orders and circulars	50
Notices of change from the appointment clerk	75
Notes or bills, Form 9, D. C	1,500
Examiners' reports	25
Requisitions for supplies, United States courts	1,600
Receipted duplicates of requisitions for supplies, United States courts	1,600

Work relating to incoming mail.

Opening and distribution.—The incoming correspondence, opened and unopened, is placed upon the desk of Mr. Sherwood, the clerk in charge. He opens that portion which has come direct and places upon the face of all communications a stamp indicating the time of their receipt in the division. For the purpose of handling the correspondence he distributes the mail in baskets on his desk, indicating the clerk in the division to whom the respective division of mail should be referred for action. This division is divided into the following classes: (*a*) Requisitions for supplies for United States courts, judicial officers, and employees of the department at Washington; (*b*) vouchers for the above; (*c*) letters and communications concerning Government property.

Briefing.—No briefs of incoming mail are made in this office.[1]

Indexing and recording.

Requisitions for supplies.—It is estimated that 85 per cent of the incoming correspondence consists of requisitions for supplies and correspondence relating thereto A statement furnished by this divsion shows that during the fiscal year 1911, 8,844 signed requests (that is, requisitions) were made for supplies. Ninety per cent of the requisitions received from judicial officers for supplies are made on printed forms (17–A amended) provided for that purpose. This form is 13¾ by 8½ inches in dimension. On this requisition blank, in the spaces provided, are shown the quality of the article desired which is on hand, the quantity required, and description of the article required. Each requisition (which is made out in duplicate) carries a receipt.

As above noted, about 10 per cent of the requisitions come in the form of letters. In such instances blank forms are filled out, to which are attached the original correspondence furnishing the authority. Requisitions for supplies as above described are referred to a clerk of class D (Mr. Brewer). He places a stamp on the two copies indicating "original" and "duplicate."

As soon as the order is made out the clerk making out the order inserts his initials, the number of the order, and the date in the blank space provided for that purpose. The purpose of this stamp is to show the articles have been ordered (and that steps have been taken to secure for the official sending in the requisition the article or articles desired). The fourth stamp is used to indicate that all the articles to be furnished from stock (or that are on the stock record) have been charged. The following is an illustration of the stamp used for this purpose:

ENTERED IN

Stock record _____

_____

Property record_____

(After the article or articles included in the requisition have been taken from stock and shipped, a charge is made to the stock record and the clerk making the charge enters his initials and date of the entry in the blank spaces of the same.)

Each requisition as above described is assigned an arbitrary serial number, each new requisition taking the next unassigned number.

Recording and indexing (incoming correspondence).—The division maintains a "Record of requisitions" for supplies furnished the United States courts officials and a record of proofs, estimates, and bills received from the Public Printer. (The latter record, however, originates under the head of "Outgoing correspondence," inasmuch as the original records are made from requisitions on the Public Printer prepared in the division. The subsequent entries of records of proofs, estimates, and bills received are merely returns from the original requisitions sent out.)

(*a*) Record of requisitions: The record of requisitions is a bound volume containing 100 pages, size 13½ by 16 inches. On a continuous line across the page provision is made for the following information: Requests made, date received, name of the official, title, official address, description of supplies desired, requisition returned for receipt, receipted requisition received.

[1] It should also be noted that the Division of Mails and Files does not record all of that portion of the mail for this office which it receives for distribution. The reason assigned is that it is not of sufficient importance.

The requisitions are numbered consecutively, the purpose of the numbering being to provide an easy reference to the requisition. Separate records are kept for each fiscal year, the numbering being continuous. The serial number, the date on which the requisition is made out, and the date on which it was received in the division, the name of the official, title, and description of supplies are transferred to this record as soon as the requisition is referred to the clerk in charge of this record (Mr. Brewer) for his attention. When all of the articles have been shipped, the packer making the shipment makes note of same on the face of the original requisition and refers the same to Mr. Brewer. The packer forwards the duplicate to the official for his receipt. Mr. Brewer then makes proper entry in the column "Duplicate sent for receipt." It will be noted that when the official has received all the articles asked for in his requisition he signs the receipt which the requisition carries and returns it to the department. The final entry is then made in this record under the title "Receipted requisition received." This final entry shows that the goods have been sent and receipted for and that a final disposition has been made of the matter.

Keeping of subsidiary index.—A subsidiary index of the "Record of requisitions" is also kept. This is in a separate book of 26 leaves, one leaf—or two pages—being devoted to each letter of the alphabet. On a continuous line provision is made for marshals, attorneys, judges, clerks.

This index, together with the original record of requisitions, enables the division to refer to the requisitions either by reference to the official making the request or by the number thereof. One entry of the name in the subsidiary index serves for all subsequent requests, in that the only additional entry which is necessary for a future request is the serial number of the requisition. When a requisition has been indexed a check is placed in the lower left-hand corner of the same opposite the number of the requisition. One volume of 100 pages is sufficient to maintain this record during each fiscal year. The foregoing recording and indexing is done by Mr. Brewer. His compensation per annum is $900 and, it is estimated, consumes about 25 per cent of his whole time. The net cost therefor per annum would be $225, or $28.12 per thousand.

Work related to outgoing correspondence.

Preparation.—It is estimated that in the neighborhood of about 16,000 communications are prepared annually in this division. The outgoing correspondence might be classified as follows:

	Per cent.
(*a*) Miscellaneous letters and memos. for the Division of Accounts and other offices (dictated)	20
(*b*) Requisitions on the Public Printer (printed form filled in with pen)	10
(*c*) Requisition for supplies to United States courts (returned to officials by whom they were originally prepared)	10
(*d*) Orders for supplies to the United States courts (printed form filled in with ink)	5½
(*e*) Orders for supplies to the department at Washington (printed form filled in with ink)	6½
(*f*) Circular letters (printed)	22
(*g*) Proofs from the Public Printer distributed outside the division. Notation of receipt made out and forwarded to proper officer	6

	Per cent.
(*h*) Estimates from the Public Printer (prepared outside the division; notation made of same and returned)	10
(*i*) Voucher bills (Form 9, D. C., prepared outside the division, action taken thereon and forwarded to the disbursing clerk)	9

The stenographer writing the letters prepared in this office places his initials, together with those of the clerk in charge, in the upper right-hand corner. The letters are then referred to the clerk in charge, who either initials them or refers them to the Attorney General or chief clerk for his signature.

Envelopes for letters which are dictated (20 per cent) are addressed by the stenographer at the time of writing the letter; for letters to the Public Printer printed envelopes are used. Envelopes for certain miscellaneous communications are addressed by pen.

A large number of publications (not considered in the foregoing classification of correspondence) are distributed by this division. These, together with circular letters, orders, etc., are addressed on the addressograph.

Preparation of carbons.—From one to four carbons are made, the number in each case depending on the nature of the subject of the letter. At least two carbons are filed in this division, as hereinafter described. The others are referred to other divisions for filing.

As already mentioned, the incoming correspondence consists almost entirely of requisitions, the handling of which is the primary function of this division. Under preparation of outgoing correspondence should be noted, therefore, the procedure in the handling of the general or miscellaneous requisitions for supplies which are neither in stock nor can be ordered from the Government Printing Office. Reference is here made to the methods of ordering supplies and the procedure preliminary to the ordering thereof. Quotations are often received over the telephone for articles of a miscellaneous character. Otherwise the practice is to request competitive dealers to submit proposals for furnishing the goods requested in the requisition.[1] Printed forms (one of which is 8 by 3¾ inches; the other is 8 by 10½ inches, the latter carrying form on which proposal can be sent in) are used for this purpose. At least two dealers are requested to submit proposals. These forms are made out in duplicate, the original being forwarded to the addressee—that is, the firm requested to submit bid—the duplicate being retained in the office and attached to the original requisition. As a result of this call bids are received from the various dealers, which are submitted to the chief clerk of the department, who passes upon them. The bids or proposals are submitted in duplicate, the duplicate being attached to the requisition, upon which it is pasted, and the original is forwarded with the bill of the successful bidder to the auditor for settlement of the claim after shipment has been received in this office. The officer making the original requisition or request is informed of the action of the department, to whom the duplicate of the requisition is forwarded for his signature when the goods are received.

When requisitions are made upon the Public Printer the stock of paper for letterheads and envelopes to be used by the latter in filling the requisition is ordinarily furnished by this division. The experience of this department has shown that certain supplies which are printed by the Public Printer require a uniform grade of paper, etc. A supply of paper is kept in stock by this division. When a requisition is sent to the Public Printer for printing, etc., the paper upon which the printing is to be done is taken out of the stock, at which time a receipt form 8 by 3½ inches is filled out by this office. In the left-hand

[1] This procedure is resorted to chiefly for law books, etc.

corner space is provided for the requisition number. Upon the form is also entered the date, the quantity of paper, size, and stock item number of the paper delivered by this division to the Public Printer. The Public Printer receipts this form, which, when returned, is filed in numerical order. This receipt by the Public Printer serves as a charge against him.

The following is a statement of the names and salaries of persons engaged in preparing correspondence, the estimated portion of the whole time of each consumed in such work, and the cost thereof:

Name.	Salary.	Time consumed.	
		Per cent.	Cost.
C. R.—Sherwood, clerk class 4	$1,800	30	$540
E. C. Randall, clerk class 3	1,600	40	640
O. F. Brewer	900	10	90
Mr. Kidd	900	60	540
			1,810

Recording and indexing (outgoing correspondence).—As already indicated under "Incoming correspondence," a record is kept of proofs, estimates, and bills received from the Public Printer in the record of "Requisitions for printing and binding." This record originates under the head of "Outgoing correspondence," the original entries being made from requisitions on the Public Printer, which are prepared in this division. This requisition is prepared on the printed form used for that purpose. The record of "Requisitions for printing and binding" is a bound volume of 100 pages, 18 inches by 16 inches in dimension. Provision is made therein for the following information:

Requisition ———.
Date ———.
Number of copies ———.
Description of work ———.
Proofs:
  Galley ———.
  Page ———.
Instructions ———.
Date of receipt:
  Proof ———.
  Matter ———.
  For whom ———.

Cost:
  Briefs, Supreme Court ———.
  Briefs, Court of Claims ———.
  Binding books for library ———.
  Letterheads, blanks, etc., for department proper ———.
  Miscellaneous printing for department proper ———.
  Supplies (blanks, etc., for United States courts) ———.
Antitrust law ———.
Other appropriations ———.
Remarks ———.

For each requisition number for the classification indicated under "Cost" spaces are provided for the "estimated" and the "actual" cost. The printer forwards to the division, by messenger, a proof of the brief or whatever the requisition may call for. This is delivered direct to the clerk in charge of this record, Mr. Randall, at which time the proper entry is made in the column marked "Proof." The printer also submits an estimate for doing the work, which is entered in red ink under the column from which appropriation the work will be paid for and opposite "Estimated cost." The estimate is then referred to the clerk in charge, Mr. Sherwood, who approves the estimate, stamping at the lower right-hand corner of the requisition the name of the chief

clerk of the department, after which it is returned to the Public Printer. When the work is completed and delivered to the department, a bill for same is rendered and the amount is then recorded opposite "Actual cost." This is primarily a cost record, but as all the entries are made from, and in the course of handling, the correspondence of the division, mention of it properly appears here. The purpose of the record, as is evident, is to enable the division to ascertain at any time the amount of printing done and the cost thereof. No index is kept of this record. The purpose of the record is also to ascertain at any time the condition (of completeness) of any outstanding requisitions.

Keeping of miscellaneous order book.—A special or miscellanesous order book is kept for orders which are charged against special appropriations—that is, for orders which can not be filled under the appropriation for contingent expenses or for supplies for United States courts and judicial officers. The book contains special forms (orders) which are filled out and sent to the individual or firm on whom the order is drawn. In the upper left-hand corner a place is provided for the order number. Underneath appear directions as to how the bill is to be rendered. Then follow blank lines provided for the name of the person or individual on whom the order is drawn, under which the following direction appears: "Please deliver the following supplies." In the body of the order columns are provided for the items, articles, and cost thereof. Then appears the blank space for certification by the chief clerk, under which is appended a note requesting that a memorandum bill be rendered on the department billhead with the shipment. In the lower left-hand corner is a space providing for the name of the office for which the articles are ordered. A duplicate record of the order is made on the stub of the books and when goods are received the date of their receipt is placed in the space provided for that purpose. After the voucher bill has been passed for payment a further notation is made on this stub in the appropriate space.

This order must be returned with the bill which is rendered on the 1st of the month following shipment of blank forms furnished by this department.

An index to these orders is kept at the front of the book. This index contains both the names of individuals or firms on whom orders are drawn and of the articles ordered, arranged in alphabetical order. A book contains 500 order forms.

The following is a statement of the names and salaries of persons engaged in recording outgoing correspondence, the estimated portion of the whole time of each consumed in the work, and the cost thereof:

Name.	Salary.	Portion of whole time engaged on work.	Net cost.
C. R. Sherwood	$1,800	15	$270
E. G. Randall	1,600	25	400
A. F. Brewer	900	15	135
Mr. Kidd	900	5	45
Total			850

Maintaining miscellaneous card indexes.

Under the heading of "Recording and indexing" should also be noted miscellaneous card indexes maintained for this division:

1. *Index of typewriters furnished to and being used by judicial officers.*—The arrangement of this card index is numerical, the numbering being continuous

from one up. A duplicate of the same is kept, save that the arrangement thereof is alphabetical under the various districts.

2. *Card index mailing list.*—Thin, white cards 3 by 5 inches, arranged alphabetically according to the name of the officer and the various judicial districts, is maintained as an index to the mailing list. This division is charged with the distribution of such publications as the decisions of the Supreme Court, the opinions of the Attorney General—bound volumes and advance sheets—Court of Claims Reports, United States Statutes, etc. The distribution of the various publications is shown by card indexes of the addressograph, used for this purpose, in which are contained the names, alphabetically arranged under the various States, of the persons to whom the respective publications are to be distributed. From these the address is stamped upon envelopes or slips which. in turn, are pasted on the proper publications. The foregoing card index might be said to be an index to the several drawers of the addressograph. Mr. Kidd (stenographer) has charge of this work. The publications distributed and the relative number thereof, are as follows:

Supreme Court Decisions—advance sheets	259
Supreme Court Reports (four a year)	[1] 585
Session laws (for each Congress)	800
United States Statutes at Large	800
Court of Claims Reports	44
Federal Reporter (bound volumes)	175
Slip laws (sent out from time to time during session of Congress)	600

4. *Card index of the officials to which publications are sent.*—This index is made upon cards similar to those used in the foregoing index, containing the same information. The arrangement of the cards, however, is different. The primary classification thereos is as follows: United States Statutes (1 drawer). Opinions of Attorney General, etc (1 drawer).

The former (index showing distribution of the United States Statutes) is further subdivided into—departments (executive); Supreme Court judges; circuit court judges; United States district judges; Territorial judges; Commerce Court; Court of Appeals, District of Columbia; Supreme Court, District of Columbia; United States attorneys; United States marshals; United States clerks, district courts; United States library, Circuit Court of Appeals; clerks, miscellaneous courts.

The latter (second drawer) is further classified into the publication distributed: Opinions of Attorney General (advance sheets), unbound; Opinions of Attorney General, bound; Supreme Court Decisions; public laws.

Under each of the four index headings are grouped alphabetically the offices or officers to whom the respective publication is sent.

The purpose of this record is to enable the office to determine at any time who are receiving the respective publications.

5. *Card index: Duplicate receipts of Federal Reporter.*—Two card indexes are maintained for cards containing the duplicate receipts of the Federal Reporter. One is used for the "pending" and the other for the "disposed of" receipts. The original and the duplicate receipts are retained in the pending file until the voucher is passed through to the auditor, at which time the original is attached thereto and the duplicate is transferred to the "disposed of" file. The primary arrangement of these cards is by districts, which are

[1] This is the number of reports now being distributed; provision, however, is made for 781.

arranged alphabetically. A similar index will be maintained for the United States Reports.

6. *Card index of catalogues.*—Catalogues from the various firms which compete to furnish the supplies which are kept in stock or distributed from this office are kept in files specially provided for that purpose. These catalogues are filed alphabetically by the name of the article and alphabetically by the name of firm publishing the catalogue.

Press copying:

All the general or miscellaneous letters of the office, together with requisitions for proposals, are press copied. The following classes of outgoing correspondence are not press copied: Requisitions on the Public Printer; requisitions of supplies for United States courts returned to officials for receipt; orders (supplies United States courts and department at Washington); charge requesting return of duplicate of requisitions for supplies, United States courts; circular letters; proof from Public Printer; estimates of Public Printer; voucher bills.

This is done in the Division of Mail and Files, from which division the correspondence (press copied) is dispatched.

Filing of correspondence.

Filing of requisitions for United States courts.—When the requisition has been filed the duplicate is sent to the official for his signature and returned to this office. The original thereof is temporarily filed in a Macey vertical filing cabinet, which is indexed alphabetically according to the name of the official under which the requisition is filed. When the receipted duplicate is received the original is taken from this file, the duplicate is attached thereto, and they are filed in the permanent file of requisitions. The first drawer of the Macey filing cabinet, containing four drawers, is used for the temporary filing of requisitions. The arrangement of this file is alphabetical, according to States and Territories, which are divided into various judicial districts. Within the districts manila folders are provided for the following officers of each district: United States district judge, clerk of district court, United States attorney, United States marshal.

In addition to the foregoing, there are divisions within this file for each of the nine circuits and one for miscellaneous requisitions. Within the latter is filed the requisitions from special assistants to the Attorney General who are acting under his jurisdiction in conjunction with United States attorneys in the prosecution of various cases which are pending.

Another four-drawer vertical filing cabinet is used for filing completed requisitions for the years, the first and second being for the current, the third and fourth for the preceding years.

Mr. Brewer is in charge of the requisitions filed, and estimates that, owing to his familiarity with the work, it requires but two hours per week to keep this work up to date.

Executive departments and miscellaneous correspondence (file of).—The second drawer of this filing cabinet is maintained for correspondence with the executive departments and the miscellaneous correspondence. This file is classified, primarily, according to the executive departments and the various divisions thereof, and miscellaneous correspondence, which is alphabetically filed, according to the names of the individuals or concerns with whom the correspondence is had.

Correspondence with court officers (file of).—The third and fourth drawers of this cabinet are maintained as a file for the correspondence of the division which is addressed—mainly to the judicial officers—namely, judges, attorneys,

clerks of courts, and marshals. The arrangement of this file is primarily by States, which in turn are subdivided into districts. Within each district large manila cards (legal cap in size), marked "District judge," "Clerk, district court," "Attorney," "Marshal," are used, and the correspondence of each judicial officer is filed, according to his title, in a large manila folder, which is placed in front of the proper guide card. There is a projection of half an inch along the inner cover, and on the left-hand side the name of the officer is placed.

In addition to the foregoing subdivisions, the file has separate guide cards for the Supreme Court of the United States, Commerce Court, Court of Customs Appeals, each Territorial court, courts of the District of Columbia, circuit courts, etc. The first drawer of this file contains the correspondence filed under subjects A to M; the second drawer, N to Z.

It is to be noted in the preparation of correspondence relating to requisitions that at least two carbon copies are made. One of these is attached to the requisition, which, as above explained, is filed in the requisition file; the second carbon copy is filed in either of the other two drawers, according to the office or officer sending in the requisition.

Filing auditor's copies of orders.—For the ordering of articles which are supplied to the judicial districts and departments through this division an order form, printed in triplicate, is furnished. The original of this form is the "vendor's" copy, the second copy the auditor's copy, and the third the purchaser's copy. This form is printed on the ordinary letter-size paper, at the top of which is the heading: "Department of Justice, Office of Chief Clerk"; in the right-hand corner space for the order number; in the left-hand corner space for the vendor's, auditor's, or purchaser's copy, respectively, under which is space for the appropriation under which the goods are to be purchased and another space for the persons for whom the goods are ordered. Then follows space providing for the firm or individual upon whom the order is drawn, under which is a printed statement of directions as to how the goods shall be furnished. Following this statement, in special columns, provision is made for item number in contract, quantity, and articles.

The original, as indicated, is forwarded to the vendor; one copy is filed by serial number, the numbering being continuous, on a bill or arch file. A distinct file is maintained for each fiscal year. (This is the file of the purchaser's copy.) A distinct file is maintained for the auditor's copy; Yawman & Erbe vertical letter cabinet is used for this purpose. These copies are filed alphabetically by the name of the vendor. A division is maintained in this file for the orders which are filled and unfilled. When this order is properly filled out the auditor's copy is turned over to Mr. Randall, who enters it in his ledger of dealers. Mr. Brewer then files it in the unfilled file, as indicated. When goods come into this division the unfilled file is searched for the order covering the respective shipment. Mr. Brewer examines the goods and checks it up against the order, and if O. K., indicates same by entry on the copy, such as "Received March 6, 1912"; then the copy is transferred to the basket and Mr. Randall makes the proper entry in his book of dealers, after which the copy is placed in the filled file. A memorandum bill usually accompanies the shipment, this memorandum being attached to the copy before it is filed. The auditor's copy remains in this file until the final bill is rendered, certified by the vendor that it is just, correct, and has not been paid; the chief clerk certifies that the goods have been received, etc.; the final bill, which is approved by the Attorney General, is attached to the auditor's copy and turned over to Mr. Randall, who

makes the necessary entry in the dealers' record indicating that the bill has been submitted to the auditor.

Notices from the appointment clerk are filed in a Shannon file.

Memoranda from the Division of Accounts are filed in a Shannon file and numbered.

Memoranda to the Division of Accounts are filed under "Department of Justice" in the general file.

Reports of examiners are filed in a "Protection" letter file, which file is indexed alphabetically, the report of each State coming under the letter which corresponds to the first letter in the name of the State.

The correspondence referred to herein as incoming and outgoing miscellaneous letters is filed in large manila folders which contain a projection of about one-half an inch, on which is indicated the class of correspondence filed therein.

Carbon copies of outgoing letters in reply to incoming communications are attached thereto before filing. When the letter is in regard to a requisition for supplies, an extra carbon copy is made in order that in the files of miscellaneous correspondence there may be filed a second carbon copy, the former being filed in the requisition files. The letters which are retained in the files in this division are such as have reference only to the business of the division—that is, do not relate to any other division or office of the department. The clerks of the office consult the files freely, and it has been the practice not to place a card or memorandum in the files when a letter or communication has been withdrawn.

Disposition of old files.—Requisition for supplies, United States courts, are kept in a live file for two years (the current and the preceding year), after which they are withdrawn, wrapped in bundles, and stored away on shelves. Experience of the office has shown that there is no need for reference to old requisitions. Up to the present time no segregation has been made of the old correspondence, which has been filed in the general or miscellaneous files. As indicated, Mr. Brewer has charge of the requisition files and other incidental files, and Mr. Kidd the general or miscellaneous files, and it is estimated that it requires 10 per cent of the time of each, which would make the net cost $180 per annum.

4. ORGANIZATION AND METHODS OF SUPERINTENDENT OF PRISONS.

General statement pertaining to organization and duties.

The office of superintendent of prisons was created pursuant to authority vested in the Attorney General by act of March 3, 1891 (26 Stat. L., 839), which provides that the control and management of the United States penitentiaries shall be vested in the Attorney General, who shall have power to appoint a superintendent, assistant superintendent, warden, keeper, and all other officers necessary for the safe-keeping, care, protection, and discipline of United States prisoners

By order of the Attorney General dated October 3, 1907, the Attorney General placed under the direction of the superintendent of prisons "all matters relating to United States prisons and prisoners."

All the correspondence handled in this office relates to prisoners and prisons and the parole of prisoners. The office maintains its own files for all correspondence relating to the parole of prisoners (which is about one-half of the entire volume); the remainder of the correspondence is referred for final disposition and filing to the Division of Mail and Files.

Work relating to incoming correspondence.

Receiving, opening, and distribution.—The volume of correspondence received annually in this office aggregates 43,000 communications annually, and may be classed as follows:

A. Prisons, etc. (filed in Division of Mail and Files):

Construction correspondence	4,500
Maintenance of prisons and prisoners	6,000
Parole matters and cases. Weekly, daily, and other reports from penitentiaries and jails	4,500
Circulars, catalogues, letters soliciting business or installation of devices, advertisements, etc	3,000
Miscellaneous	5,000
	23,000
B. Parole (filed in this office)	20,000

About 75 per cent of the mail is received direct. The remainder is transmitted to this division from the Division of Mail and Files, or other divisions and bureaus. The mail is delivered to the assistant superintendent, C. H. McGlasson, who opens, examines, and distributes same.[1]

Practically no mail is received and opened in this office containing inclosures of intrinsic value.

That portion of the mail which is more or less routine in character is laid in separate files by the person opening the mail (generally the assistant superintendent) and the piles are then handed to different clerks with general instructions as to the replies to be made, searches of the records to be conducted, etc. The correspondence, not routine in character, is handled by the superintendent or assistant superintendent, who dictates replies or gives specific directions as to the handling of each piece of correspondence. Notations upon and records of incoming correspondence are not made.

Recording and indexing.—No recording or indexing is done of incoming correspondence.

Briefing.—No briefs are made of the incoming correspondence.

Pursuant to order of Attorney General all the correspondence received in the office is recorded in the Division of Mail and Files before it is handled or finally disposed of here.

Work related to outgoing correspondence.

Preparing.—The number of communications prepared in this division annually is 15,000. The manner of preparation is as follows:

	Per cent.
Typewritten letters	50
Printed forms	50

All letters, other than routine, are dictated by the person in charge of the office. Fifty per cent of all typewritten letters are dictated, the balance are typewritten by clerks who indite the letters. As indicated, the correspondence is distributed by the assistant superintendent to the several clerks according to the nature of their work. These clerks prepare the outgoing corrsepondence relating to their subjects. The correspondence prepared by Mr. Dunbar relates to authorization of ordinary expenses, reports in parole cases, etc.; Mr. Key, parole matters generally; Mr. Fishman, construction matters, Alaska jails and prisoners, and jail rates; Mr. Millenson, preparation of contracts, advertisements, proposals, escapes, accounts, etc.; Mr. Brewster, inspection of prisons, investigation

[1] The superintendent sometimes receives and examines the mail.

of complaints, etc. The more important correspondence is prepared by the superintendent or his assistant.

All letters prepared in this division whether to be signed by the Attorney General, the superintendent of prisons, or ex officio the president of the board of parole, are submitted by the stenographer to the person in charge of the office, who signs the latter two classes, and initials those which are to be referred to the Attorney General for signature. The letters for the Attorney General's signature are sent to the chief clerk of the department after being initialed. In sending such correspondence to the chief clerk, any other communications or papers on the subject which have been withdrawn from, or should be referred to, the central file, are attached to the outgoing correspondence.

All inclosures are placed in the envelope bearing name of the addressee.

After signature (reference is made to parole mail signed in this office) the correspondence is handed to any one of the clerks, who inserts the letters in the envelopes, an extra carbon being retained in lieu of press copy.

Where letters promise action in the future the papers are held in a basket used for the purpose until the arrival of the date for taking the action. A special file is kept of carbon copies of letters which issue directions in order to follow up such letters and see that the instructions are followed.

Preparation of carbon copies.—Two carbon copies are made of all outgoing correspondence. These copies are for the Mail and Files Division. If it relates to a parole, however, the copies are retained in this office where they are permanently filed. When an expense is authorized an extra carbon is made for the Division of Accounts.

Filing (incoming and outgoing correspondence).

As indicated, the correspondence relating to everything but parole is referred to the Division of Mail and Files for permanent filing.[1] The parole files, however, are maintained in this office.

Equipment.—The equipment used is the Shaw-Walker Co.'s vertical filing cases and a number of shelves. The shelves are used for pending cases and cases awaiting consideration. The filing cases are used for cases acted upon or closed.

Filing system.—All correspondence on a given subject is fastened together. Parole cases which are in the course of preparation or which have been denied or passed over by the board of parole are kept in large manila envelopes 9 by 15 inches. In the right-hand corner of the envelope is shown the prisoner's number (together with the letter indicating the prison), his name, the date of short term, and the date of his parole term. These envelopes are arranged on the shelves under each of the three penitentiaries, according to the prisoner's number and under State penitentiaries and jails, according to the State in which the institution is located. The denied or dead parole cases are separated from those which have not been passed upon, each being filed under a similar arrangement. There are 13,950 cases on file at the present time which have either been denied or are still in the course of preparation.

In the Shaw-Walker vertical filing cases are filed the parole cases that have been favorably passed upon by the board of parole. When a prisoner, falling within the requirements of the law, desires to apply for parole, he addresses an application to the board of parole for the institution in which he is confined upon blanks provided for that purpose. His case, however, comes up automatically and may be heard without the formality of an application. The superintendent of prisons is ex officio the president of each board of parole. Each board meets three times a year. At these meetings the applications for

[1] This correspondence was formerly retained in this office; the change was effected January 1, 1912.

parole are passed upon and a syllabus of the findings of the board is prepared. The syllabus and the papers in the case are submitted to the Attorney General for his approval or disapproval, and the papers relating to the case are placed in the vertical files upon their return from the Attorney General.

In the vertical files the papers are filed flat and openly. The cases are filed according to serial number. The first case which was approved was assigned No. 1. The parole files are continuous. Only four drawers are now employed for these files although the present system has been in vogue for 16 months.

Index to parole files.—An index record is kept on white "parole cards" 5 by 8 inches in dimensions. Special rulings provide for entries furnishing a history of the case. Present practice, however, makes it necessary to record only the following information on these cards: Name, institution, case number, register number, approved or disapproved by Attorney General, date.

The cards are arranged in alphabetical order. The index serves not only as an index to the files—its primary purpose—but also as an independent parole record.

Miscellaneous files (vertical).—Three drawers of vertical files are maintained for miscellaneous correspondence relating to parole, but to no particular case on file.

(1) In one drawer the correspondence is filed alphabetically according to the name of the writer. (2) In another drawer for each of the three penitentiaries the correspondence is filed under the officers of the board of parole with whom the correspondence is had, such as physician, warden, clerk, parole officer. Headings of rules, regulations, etc., and accounts are also kept in this drawer. (3) In the third drawer is filed the parole correspondence with the officers of State institutions. The correspondence is filed under special headings, such as rules, regulations and forms, circulars, general orders, and decisions, etc. A tickler file is also kept for those cases which the Attorney General has not acted on but wishes to call up in the future. The special headings are the months of the year under which the papers relating to the cases are filed. At the time indicated, the papers are sent to the Attorney General for his action.

Miscellaneous files (document folding files).

(A) Criminal record files: A criminal record card is forwarded to this office when a prisoner is received into any penitentiary, prison, reformatory, house of correction, etc. These cards are filed alphabetically according to the name of the prisoner in the old-style document files. This file constitutes the detailed criminal record of what is known as the "penitentiary class" of prisoners. (All prisoners except those in county jails.) Thirteen document files are used for these reports.

(B) Monthly discharge lists: One document file is kept for discharge lists which are furnished monthly by the three Federal penitentiaries. These enable the office to cull out the records of those discharged, which keeps the records up to date.

(C) Quarterly statements of conditions of construction funds: These are filed under the three penitentiaries and enable the office to determine the cost of carrying on construction work, balances, etc.

(D) County jail reports: These are card reports showing information with reference to prisoners confined in county jails. They are filed alphabetically according to the town where the jail is located. Similar document files are kept for miscellaneous matters such as quarterly requisitions, annual inventories, statistics, duplicates of accounts of State institutions for the support of United States prisoners, etc., rations, etc.

Keeping of dockets.—Parole records of Federal prisons are kept in large bound registers, one for each of the three United States penitentiaries. The

registers for the Atlanta and Leavenworth prisons contain about 1,000 pages each, 6 cases in the page. The docket for McNeil Island Penitentiary contains about one-half as many pages. Special columns provide for the following information: Prisoner's number, district, crime, term (years, months, and days), fine, parole term, date heard, action of board, condition, to Attorney General, action of Attorney General, and remarks.

A record of every Federal prisoner in the Federal penitentiaries is shown in the dockets. The entries are made in this docket on the basis of the penitentiary registry number assigned to the prisoner by the penitentiary in which he is confined. The order is numerical and continuous.

Index to parole dockets.—A single index is kept to the three Federal penitentiaries. This index contains the name (surname and given name) of the prisoner and the page of the docket on which the record will be found. The penitentiary is indicated by the appropriate letter. This is also a direct index to the case papers and is of use in general matters not related to parole.

A memorandum docket is also kept (in small notebook) of Federal prisoners in State penitentiaries and jails. This record is called "parole docket of State institutions." It is classified alphabetically according to the State institution in which the prisoner is confined.

Classification of salary expense.

Name and title.	Duty.	Annual salary.	Portion of whole time.	Net cost.
C. H. McGlasson, assistant superintendent of prisons.	Opening, receiving, and distributing.	$2,500	One-fifteenth	$166.66⅔
R. V. La Dow, superintendent of prisons and president board of parole.	.....do.....	4,000	Negligible...	(1)
R. V. La Dow.....	Preparation.....	4,000	One-fourth..	1,000.00
C. H. McGlasson.....	.....do.....	2,500	Three-fourths	1,875.00
Sewall Key.....	.....do.....	1,200	Two-thirds..	800.00
Jos. Millenson.....	.....do.....	900	One-half....	450.00
W. W. Dunbar.....	.....do.....	1,000	15 per cent..	150.00
Joseph Fishman.....	.....do.....	2,250	10 per cent..	225.00
Patrick Downey.....	Filing.....	1,200	25 per cent..	300.00
Total.....	.....	.....	.....	4,800.00
W. W. Dunbar.....	Dispatching.....	1,000	2 per cent...	20.00
Sewall Key.....	.....do.....	1,200	3 per cent...	36.00
Total.....	.....	.....	.....	56.00

Negligible.

5. Organization and Methods of Bureau of Investigation.

General statement pertaining to organization and duties.

The Bureau of Investigation was established, by order of the Attorney General, under date of March 16, 1909.[1] This bureau is charged with making inves-

[1] For the purpose of facilitating the investigation work under this department the office of the chief examiner shall hereafter be called the bureau of investigation, and the chief examiner is hereby authorized and designated to act as the chief of said bureau, and as such shall have supervision over the work of all persons whose compensation or expenses are paid from the appropriation "Miscellaneous expenses, United States courts," or the appropriation "Detection and prosecution of crimes," and who are employed for the purpose of collecting evidence or of making investigations or examinations of any kind for this department or the officers thereof.

tigations and examinations of various kinds in reference to matters in which the department is interested. These investigations are numerous, comprehensive in character, and group themselves into two classes.

First, investigation of the offices, etc., of Federal and court officials. These investigations are conducted by a force of examiners and special examiners who make examinations of the offices, records, accounts, official conduct, etc., of United States marshals, attorneys, clerks, commissioners, and referees in bankruptcy, these officials being connected with United States courts in about 95 judicial districts and circuits throughout the United States, including Hawaii, Alaska, and Porto Rico.

Second, the collection of evidence in criminal and civil cases. This work is performed by the force of special agents, expert accountants, and other persons who are employed under the general direction and supervision of the chief of the bureau. This investigation work embraces practically all of the criminal statutes of the United States, including violations of the antitrust laws, the peonage laws, the laws relating to shanghaing, national banking laws, laws relating to fraudulent bankruptcy, the use of the mails to defraud, the bucket-shop laws, white-slave laws, customs laws, and the law relating to the unlawful entry of Chinamen to the United States. These agents are also charged with the duty of apprehending persons who have escaped from the Federal penitentiaries and jails and who are fugitives from the various judicial districts of the United States.

The chief administrative officer of this bureau is the Chief of Bureau of Investigation. For administrative convenience the bureau is organized into three divisions:

Division of General Investigation.

Division of Accounting Investigation.

Division of Federal Court Investigation.

Necessarily the control and direction of the field agents, accountants, and employees in the prosecution of the investigations outlined is effected through correspondence received and prepared in the office. This takes the form of reports, letters, telegrams, etc. The bureau maintains its own files for such correspondence, which is handled entirely independent of the central file in the Division of Mail and Files.[1]

Work related to incoming correspondence.

Receiving and opening.—The volume of correspondence received in this bureau aggregates 40,800 communications annually. This may be divided into the following classes:

Reports, letters, and telegrams from special agents[2]	24,000
Reports, letters, and telegrams from examiners[3]	3,700
Reports, letters, and telegrams from bank accountants[4]	3,700
Miscellaneous reports, letters, and telegrams[5]	9,400

At least 95 per cent of the above mail is received by the chief clerk of the bureau, Mr. Gardner, direct from the chief messenger. He, or his assistant, Mr.

[1] The order of the Attorney General providing for the recording of all mail in the Division of Mail and Files expressly excepted the Bureau of Investigation.

[2] There are 70 special agents who report daily.

[3] There are 12 examiners who report weekly and at the conclusion of each general or special examination.

[4] There are 20 accountants who report weekly and at the conclusion of each investigation.

[5] From special employees of this bureau and other departments of the Government, chiefs of bureaus, and other officers of State and city governments, and from individuals throughout the country.

Jenkins, opens same and stamps it (together with the remainder of the incoming correspondence, 5 per cent, which, addressed to the Attorney General, is opened in the Division of Mail and Files) with the date of receipt. The following is an illustration of this stamp which is placed on the face of each incoming communication:

BUREAU OF INVESTIGATION.

DEPARTMENT OF JUSTICE.

March 1, 1911.

RECEIVED.

The chief clerk, or his assistant, inspects the mail to determine that the proper number of carbon copies have been furnished, and also that all inclosures mentioned are received.

No recording or indexing or briefing is done in this office, and hence the incoming correspondence is classified by the chief clerk or his assistant for reference and distribution to the persons or officers in the bureau who are in charge of the department of work to which the letters relate. The incoming correspondence for this purpose is divided into the following classes:

1. Correspondence relating to the work of special agents.
2. Correspondence relating to the work of examiners.
3. Correspondence relating to the work of bank accountants.
4. Correspondence relating to applications for positions in connection with this bureau.
5. Miscellaneous correspondence.

The reports from special agents (daily) and examiners and accountants (weekly) are required to be furnished in duplicate (unless additional copies are needed for special use). The duplicate originals or copies are separated from the originals and referred to the supervising special agent, supervising accountant, or supervising examiner, as the case may be. After action has been taken by the officer to whom the report is referred it is sent to the files, where it is filed under the name of the agent (as hereinafter described). The originals of the reports are then assembled in the order in which they are submitted to the Attorney General on the morning following their receipt, viz, by classes of cases. The reports so assembled are referred to the chief of the bureau, who reads them and makes marginal notations in red ink to assist the Attorney General in his study of their contents. An index to the reports so assembled is prepared. This index consists of a list of the cases on which reports are rendered, classified in the order in which they appear, and a list of the agents, accountants, and examiners (alphabetically arranged under each group) whose reports are assembled for the Attorney General's inspection.[1]

The index sheets to the reports, as hereinafter described, are detached from the original and retained by the chief clerk, who makes examinations of the statements of expense account and prepares all correspondence relating thereto.

The foregoing reports from the special agents, accountants, and examiners are, under the present practice, furnished to this bureau on a form (the same form being used for all three classes of employees) specially provided for that

[1] It should be noted that this is not a step required in the handling and filing of correspondence of this bureau. It has no reference to its files and is of no value to its system of handling correspondence. It is solely for the convenience of the Attorney General.

purpose. The initial sheet of the report, which is furnished on letter-size paper (8 by 10½ inches), is in the following form:

	Report made by:	Date for which made:
	---	---
	Place where made:	Date when made:
	---	---

Title of case and offense charged or nature of matter under investigation:

Statement of operations, evidence collected, names and addresses of persons interviewed, places visited, etc.:

Copy of this report furnished to:

This sheet contains: (*a*) Index to the report; (*b*) statement of expense.

The body of the report is made on paper with similar rulings.

Miscellaneous or general correspondence is referred by the chief clerk to the chief of the bureau, who personally inspects all mail of this character. It is either acted upon by him personally or referred by him to the assistant who has charge of the particular class of work to which the correspondence relates or the chief clerk who has charge of all correspondence relating to accounts, supplies, etc.

Extra copies of the reports in all antitrust cases are referred by the chief clerk immediately upon opening same to the special investigator and the assistant to the Attorney General who has charge of this work.

The disposition of this incoming correspondence is fully considered under filing.

Work related to outgoing correspondence.

Preparation of correspondence.—The volume of correspondence prepared in this bureau aggregates 16,680 communications annually. The manner of preparation is as follows:

	Per cent.
Typewritten letters	75
Printed forms	5
Telegrams	20

The printed forms are forms used for the transmission of checks and for payment of accounts. The telegrams are typewritten upon a form specially provided for that purpose. The correspondence is dictated to the stenographer by the person to whom the original correspondence was referred. Outgoing communications are initialed by the stenographer preparing same and the dictator to whom they are submitted for review. It is then referred to the chief of bureau, who either initials or signs same. Most of the correspondence emanating from this office is what might be called bureau correspondence, the original of which bears the autograph signature of the chief of bureau. Some

correspondence, however, must be submitted to the Attorney General for his signature, in which case the chief of bureau, after reviewing same, initials and sends it to the chief clerk of the department to be referred to the Attorney General. Letters transmitting checks or relating to auditing of monthly accounts are signed by the chief clerk of the bureau for the chief of the bureau. Whenever anything is promised in the letter which requires attention of the office in the future a "copy for tickler" is made. This copy is made upon a pale blue sheet of ordinary weight, letter size which bears its title at the top and at the right-hand corner a space for the date. This copy is prepared as would be an extra carbon copy of any correspondence. The one dictating the letter, after the correspondence is prepared, inserts in the right-hand corner the date when an answer should be received or the action indicated taken. This copy goes to the chief of the bureau with the original. It is inspected by him and referred to the filing clerk, who places it in the tickler file, as hereinafter described. When the date indicated on the copy for tickler has arrived the matter is called to the attention of the clerk who prepares the correspondence. This arrangement insures the closest supervision over the execution of orders and instructions of the office.

Preparation of carbon copies.—Ordinarily but one copy is made of outgoing correspondence prepared in this office. Many exceptions are made to this rule in order to meet the requirements of the special cases which arise. The copy which is made of every letter or communication originating in this office is for the bureau files. Two carbon copies are made of letters relating to the work of the examiners, the extra copy being used by the examiner who is detailed to assist the chief of the bureau in supervising this work. In the case of letters signed by the Attorney General or an assistant attorney general, an additional copy is made for the central files, and generally a third copy for the files of the division of accounts. When letters relate to the prosecution of national-bank cases, a fourth carbon copy is made for the use of the assistant attorney general having charge of such cases. The following is a statement of the names and the salary of persons engaged in preparing correspondence and the estimated portion of the whole time of each consumed in such work:

Name.	Salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
S. W. Finch, chief of bureau	$3,000	5	$150
A. B. Bielaski	2,500	33⅓	833
W. H. Ramsey	2,500	20	500
J. W. Gardner, chief clerk	2,250	10	225
B. W. Andrews	2,250	20	450
Mr. Jenkins, utility clerk	1,400	25	350
Mr. Gerhart, stenographer [1]	900	80	720
Mr. Wilsdorf, stenographer [1]	900	80	720
Miss Stevens, stenographer [2]	900	80	720
Total			4,168

[1] Stenographer for the chief of bureau, first assistant (Bielaski) and the chief clerk.

[2] Prepares correspondence for the assistants supervising the work of examiners (Ramsey) and accountants (Andrews).

Press copying.—Press copying is not practiced, and at present a carbon copy filed with the letter to which it is an answer serves as the only record of out-

going correspondence, except in those cases where additional copies are prepared. The preparation of the carbon copy has already been considered.

Filing of correspondence (incoming and outgoing).—All the correspondence, both incoming and outgoing, is retained in the files of this bureau. A separate room is used for the files. A flat, vertical filing system is used exclusively; the files are self-indexing,[1] and the classification of files is simple and well adapted to the needs of the bureau.

The duplicates of the daily reports of the special agents and other similar employees and the weekly reports of the examiners, special examiners, and accountants are filed in chronological order under the names of the different employees. The reports of special agents, examiners, and accountants, and carbon copies of office letters to such employees are filed in separate folders adjacent to the reports thereof. Division cards carrying the names of the employees are used.

The originals of the summary or final reports of examiners or special examiners (who act as departmental inspectors of court officers and who are engaged in the collection of evidence pertaining to same) are filed in the Division of Mail and Files. The extra copy of such reports, together with the copies of correspondence written by the bureau relating thereto, are filed in the examiners' or special examiners' files of this bureau. The files are arranged primarily by districts, within the districts by classes of officials, such as United States attorneys' letters, memorandums, and reports; United States marshals' letters, memorandums, and reports; United States courts clerks' letters, memorandums, and reports; United States commissioners' letters, memorandums, and reports.

Miscellaneous correspondence from or to court officials is filed in the same manner as the general reports from examiners—that is, under the name of the district from which correspondence is received—special folders being used for marshals, attorneys, clerks, commissioners, etc.

Department files.—Correspondence with the executive departments (the original letters from and carbon copies of letters to) and the officials thereof are filed under the different departments, respectively.

Miscellaneous files.—Miscellaneous correspondence—that is, correspondence which can not be classified according to department or district—is filed in a separate file arranged alphabetically according to the name of the writer or address. This correspondence is with the chiefs of police and other officers of the city and State governments as well as other individuals throughout the country.

Applicants' files.—Applications for positions in the bureau, together with correspondence relating thereto, is filed separately in the applicants' files. The files are divided primarily into those for special agents, accountants, and miscellaneous.

Tickler file.—We have spoken of the purpose of the tickler file. The primary divisions of this file are the months of the year. Under each month the file clerk files the tickler copies chronologically according to the date in the right-hand corner. He examines the file daily and upon the arrival of the dates indicated, refers the correspondence to the clerk preparing same.

We have already touched upon the separate files for each of the three classes of files for field employees, special agents, examiners, and special examiners, and bank accountants. These files contain the copies of the reports filed alphabetically according to the name and under each name in chronological order.

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[1] Except the numerical file of cases.

Numerical file of cases.—Special agents and bank accountants are engaged in the collection of evidence in civil and criminal cases to which the United States is a party. An additional file is kept for all of their reports (both being treated in the same manner). The duplicates, as already indicated, are filed alphabetically according to the names of the employees. The originals, however, are filed in the numerical file under the number of the case.

Blue folders of heavy cardboard 9½ by 11¾ inches are used for all correspondence of letter size. Guide cards of a slate color 11½ by 9¾ inches, with a projection in the upper left-hand corner to indicate the case number, are used for the numerical files. For the other files containing letter-size correspondence similar folders are used with manila guide cards. At the top of these in the center is a projection on which is indicated appropriate notations.

The assignment of the number under which the cases are filed in this file is entirely arbitrary. The numbering is continuous from one up and upon the institution of a new investigation the pending case is assigned the number next after the one last used.

Inasmuch as the cases are filed in the foregoing file by reference to an arbitrary number, it is not self-indexing. For this reason a card index is maintained to this file. The cards are arranged alphabetically by individuals and subjects. Each case is elaborately cross referenced according to the name of the defendant in the case, character of the case, place, prosecuting witnesses, etc.

Consultation of files.—The file clerk is charged with the duty of securing from the files papers which any person in the bureau may desire to withdraw. He makes an appropriate charge of same to the person to whom they are delivered.

Disposition of files.—When an investigation has been completed, the papers are withdrawn from the files containing current documents and placed in transfer cases. Files are not destroyed. Mr. Phillips, the file clerk, has charge of the files and does all the filing for this bureau. It is estimated that in the neighborhood of 55,000 communications are filed annually. Mr. Phillips' salary is $900 per annum, which constitutes the net annual cost of this feature of the work. The equipment consists of Yawman & Erbe vertical filing cabinets and Yawman & Erbe card index cabinets.

Dispatching.—As soon as the bureau correspondence (that is the correspondence which is not submitted to the Attorney General for signature) is prepared and reviewed as before indicated, it is referred to the chief clerk of the bureau, by him and his assistant placed in addressed envelopes, sealed, and sent to the post office with the other mail of the department. The envelopes are sealed by hand, the Peerless Envelope Moistener being used. It is estimated that 2 per cent of the time of the chief clerk and 5 per cent of his assistant's is consumed in the dispatching of the mail. This would make a net annual cost of $115.

6. ORGANIZATION AND METHODS, OFFICE OF APPOINTMENT CLERK.

General statement pertaining to organization and duties.

The office of appointment clerk was created by act of Congress approved February 25, 1903. The administrative head of this office is the appointment clerk whose annual compensation is $2,000. The office force consists of two clerks at $1,600 each. The appointment clerk has charge of all matters relating to applications, recommendations, and appointments, including certifications by the Civil Service Commission. He conducts correspondence pertaining

to the foregoing, prepares nominations to be sent to the Senate, commissions and appointments for officers and employees of the department in Washington, and for United States judges, attorneys, marshals, and other officers. This office is also charged with the compilation of the register of the Department of Justice and with the preparation of data relating to that department for the official register of the United States.

The office of the appointment clerk comes within the second classification mentioned; namely, those offices handling and filing their own correspondence to the extent that they maintain separate or subordinate files independent of the central files.

Work related to incoming mail.

Practically all of the mail is opened in the mail and files division (the chief messenger is considered for that purpose as an employee of that division) where it is stamped and recorded. The record there made is the same record which is made for all official mail that is handled by that division, except that the file and serial number are omitted. This record serves as an easy reference to a communication (indicating to whom it has been assigned for action) and as a charge for the same. After this mail is opened, stamped, and recorded in the division of mail and files, it is delivered to the office of the appointment clerk, being placed on his desk. All of the correspondence in this office relates to appointments—real or prospective. The communications falling under this head cover a great variety of subjects, such as applications, indorsements, certifications, resignations, oaths, transfers, reinstatements, and requests for information, etc.

The volume of correspondence received and handled by this office annually is estimated at 26,000 communications. Of this number six-sevenths consists of applications for appointment and indorsements connected therewith. The remainder might be classified as:

Oaths (resignations and letters accompanying)	1,000
Requests for information	1,000
Miscellaneous	2,000

The appointment clerk (Mr. Sornberger) personally divides and distributes the incoming correspondence. It is divided into the following classes:

(*a*) Matters to be noted in the notice of changes and afterwards filed, (*b*) indorsements to be filed, (*c*) letters to be answered and matters requiring investigation, (*d*) miscellaneous.

It is estimated that this work of inspecting and distributing the mail consumes about 5 per cent of the appointment clerk's time; the net salary cost therefor amounting to $100 per annum.

Briefing.—The major portion of the correspondence is not briefed.[1] A brief of all the papers of an applicant, or of all the papers of all the applicants, for a particular vacancy is frequently made. Such a brief usully shows the name, residence, and occupation of each indorser, and sometimes a summary of his statement as to applicant. A few other communications are briefed in this office. These consist of letters and certifications from the Civil Service Commission, letters from wardens of United States penitentiaries, and letters and memorandums from officers of the Department of Justice. The briefs are made either by the appointment clerk himself or the indexing and recording clerk

[1] It is true that, as a substitute for briefing, the names of the applicants and the positions sought are underscored when the indorsements of applicants are examined. This is principally for convenience in filing.

(Miss Wright). This briefing consists of 10 or 15 words, made either by typewriter or pen, and shows the date, origin, or subject of the paper. A special form is used for briefing—8 by 10¾ inches. At the top of the form the name of the department is printed, below which are the following items:

Dated ———, 1912.
Received ———, 1912.
From: Civil Service Commission.
Subject: Has temporary employment of John Smith been terminated?
Referred to ———.
Action: ———.
Answered December 27, 1910.

The items underlined, taken from the exhibit furnished, show the character of the information indicated on this form. When folded, the form of jacket upon which this brief is made takes the form of a document 8 by 3⅘ inches, completely inclosing the correspondence briefed, and is ready for the files.

The names and salaries of persons engaged in briefing correspondence and the estimated portion of the whole time of each consumed in this work and the cost thereof is as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Wright, Elizabeth	$1,600	5	$80
Sornborger, C. B	2,000	5	100
Total net cost			180

Recording and indexing.—A card index is kept for new applicants. On receipt of each new application an index card 3 by 5 inches is filled out, showing the name and address of the applicant, position sought, and the date filed. These cards are arranged alphabetically, a new index being commenced with each new presidential administration. Each application is aknowledged (if not already acknowledged by the President) and the application is placed in a jacket or file cover, hereinafter to be described, in which are placed other indorsements as received. Pursuant to an order of the Attorney General of February 18, 1910, a birth record is kept of every employee in the Department of Justice. This is also a card-index record alphabetically arranged.

A third card-index record is kept for the offices and field deputy marshals, stenographers, and messengers to the district judges. Information for this record is obtained from the Division of Accounts, and hence, strictly speaking, the work does not fall under indexing and recording of correspondence. This card index is arranged according to districts, and under the districts the cards are filed according to the rank of the officer or clerk.

Changes in the appointments records indicated by the incoming correspondence (as well as by the carbons of outgoing letters and other papers) are placed in a basket as received, and from these and press-copy books a notice of changes

in appointments is prepared on the typewriter every few days. The form and character of this record is as follows:

DEPARTMENT OF JUSTICE,
OFFICE OF THE APPOINTMENT CLERK,
No. 42. *February 10, 1911.*

Changes and information regarding appointments are certified as follows:

United States Penitentiary Service:

Thomas S. Johnson, superintendent of construction, McNeil Island Penitentiary; appointed February 7, 1911 (by transfer from master mechanic, Lighthouse Service, Dept. C. & L.); compensation, $5 a day, commencing with e. o. d. (C. S. Cert. 12011).

Oliver Grimes, guard, Atlanta Penitentiary; appointed February 7, 1911 (by transfer from watchman, Int. Dept.); salary, $840 per annum, commencing on e. o. d. (vice H. J. Abbey, resigned).

John L. Wallace, guard; McNeil Island; oath and e. o. d., Feb. 1/11.

William P. Graham, guard; McNeil Island; oath and e. o. d., Feb. 1/11.

Jasper A. E. Clark, guard; Leavenworth; oath and e. o. d., Feb. 1/11.

John L. Rigney, temporary guard; McNeil Island; service terminated at close of January 31, 1911.

William F. Muehe, temporary guard; McNeil Island; service terminated at close of January 31, 1911.

Copies of this notice are distributed to the various offices of the department for general information and the correction of registers.

In the recording and indexing of correspondence, it is estimated that about 1,500 cards are used annually. These records are made by Miss Wright, who devotes about 5 per cent of her time on such work. Her annual salary is $1,600, which makes the net salary cost $80 per annum.

Work related to outgoing mail.

Preparation.—It is estimated that 4,000 communications are prepared annually in the office of the appointment clerk. The character of this correspondence, of course, agrees with that of the incoming correspondence, which has already been classified. Ninety per cent of the communications are typewritten, about 10 per cent consisting of communications on printed forms. Most of this correspondence is dictated to stenographers by the appointment clerk.

The letters when written are initialed in typewriting by the stenographers. These initials show the person who dictated the letter and the person who wrote it. The letter is then initialed with a pen by the appointment clerk and by such officer, if any, who may have responsibility or interest in the matter. One carbon is made of all correspondence, and if the matter relates to some subject of which the Division of Mail and Files maintains a file, an extra copy is made and turned over to that division. But a small part of the correspondence of this office, however, relates to such matters. The correspondence thus prepared is press-copied in this office and the press copy bound as hereinafter indicated.

The names and salaries of persons engaged in preparing the correspondence and the estimated portion of the whole time of each consumed in this work and the cost thereof is as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Kenyon, Fodie B	$1,600	50	$800
Sornborger, C. B	2,000	25	500
Wright, Elizabeth	1,600	10	160
Total net cost			1,460

Recording, indexing, and press copying (outgoing correspondence).

Appointment record.—Records and indexes of several kinds are kept of the outgoing mail. In the first place a card index is kept as a record of appointments and changes in appointments. This record is kept on 3 by 5 inch cards, which are arranged primarily by grades of salary and under each grade alphabetically, according to the name of the appointee. Upon the card provision is made for the following information: Name, ———. Position, ———; vice, ———. Appropriation of office, ———. Original appointment, ———. Oath, ———. Salary, ———; per ———. Where born, ———; State, ———. Date of birth, ———. Legal residence, ———; county, ———; congressional district, ———. Office record, ———.

Carbon-copy record.—An index is made of such carbon copies as affect the appointment records. This is made on loose leaves of letter size which have special rulings and columns provided for the details of the outgoing letters. The following illustrates the character of the data furnished on this form, together with its arrangement:

	Date.	To—	Subject.	Page
	1911.			
	Jan. 5	Atkins, M. C	Resignation accepted (guard Atlanta)	23
	Jan. 7	Akerman, Alex	Grand jury authority W. H. Wynne, prosecutions	36

One carbon copy of each communication so indexed and the loose-leaf index are bound in book form every six months. This is retained in the office for a permanent record. Carbon copies of letters which do not make, amend, or indirectly affect appointments are filed with the letters answered. Two carbon books were bound in 1910, one of 800 pages and one of 750 pages, with loose-leaf indexes of 33 and 31 pages, respectively.

Press copying.—All the outgoing correspondence relating to this office, whether written by the Attorney General, appointment clerk, or other officers in the department, are press copied in the appointment office by a department messenger. It should be noted that when the letter relates also to a subject in the general files of the department which is indicated by the file number or assigned to it, it is also press copied in the general file book. The press copying is done in a bound copy book containing 500 pages. Each book is indexed. Each index contains the name of the person to whom the letter press copied is addressed and the page on which it appears. Ten press copy books of 500 pages each were used in this office in 1910.

The names and salaries of persons engaged in recording and indexing outgoing correspondence and press copying, and the estimated portion of the whole time of each consumed in this work and the cost thereof is as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost
		Per cent.	
Wright, Elizabeth	$1,600	50	$800.00
Kenyon, Fobie B	1,600	2	32.00
Department messenger	720	3	21.60
Total net cost			853.60

Filing of correspondence.

Equipment.—One room is devoted to filing. A case containing 120 drawers, each 10 by 5 by 16, including one drawer for each judicial district, is used for pending presidential appointments. The filing is flat horizontal. A set of 27 drawers, for vertical filing, is used for applications for presidential appointments which have been disposed of. These drawers, 16 by 12 by 24 inches, are manufactured by the Globe Co.

A set of 42 document file jackets 12 by 12 by 5 inches, made by the Globe Co., is used for filing other applications and papers.

Filing system.—Applications and indorsements for presidential offices are filed flat in jackets provided especially for that purpose. The size of these jackets is 14½ by 9 inches. On the front of the jacket space is provided for the name of the applicant, address, position sought, and date. A similar jacket is used for protests against the appointment sought and for miscellaneous communications. On the last two similar information appears upon the face of the jacket. In the files for the pending applicants the jackets are filed flat and horizontally; in the files of applicants which have been disposed of vertical filing prevails.

As indicated, a separate drawer is used for each judicial district. Within each drawer the jackets are arranged alphabetically according to the names of candidates. For each candidate the files would contain the application of the applicant, together with indorsements in the one jacket, protests against that appointment in another jacket, and in a third jacket is filed the miscellaneous correspondence.

It is to be noted, however, that all of the information or correspondence relating to the appointment is not filed in the files of this office.

If charges are furnished against a person in office, such charges (after having been stamped and recorded by the general file) come to the appointment clerk for action, after which they are returned to the files for permanent filing. Again, in the case of application for appointment as special agent of the department, the bureau of investigation sends out a form of application, and upon receipt of same refers it to this office for action, after which it is again returned to that office for permanent filing. The bond furnished by a United States marshal after he has qualified is filed in the special files of the Division of Accounts.

Applications for other positions in the Department of Justice are filed in folded jacket documents. This jacket is letter size, white in color, on which (when folded) appears the following information: Applicant, residence, posi-

tion sought, date. These jackets are arranged alphabetically (according to the name of the applicant) in boxes devoted to the particular office sought. The classification of these files is as follows:

(*a*) Notary public (District of Columbia).

(*b*) Special agents—accountants, etc. (Bureau of Investigation).

(*c*) Administrative officer and clerks.

(*d*) Messengers and laborers.

Miscellaneous letters and memoranda are filed in jackets similar to the foregoing. The following information is contained on the face of these jackets when folded:

DEPARTMENT OF JUSTICE.

Date ———, 1910.
Rec'd ———, 1910.
From: ———.
Subject: ———.
Referred to: ———.

Action: ———.

Separate folded document files are kept for the miscellaneous correspondence which comes from the various officers of the department. This correspondence pertains to recommendations for promotion, discharge, transfer, etc. One drawer is assigned to each year, the correspondence being filed alphabetically.

Resignations from the judicial districts are filed by districts and alphabetically under each district. Those from the department proper alphabetically. Department letters and memoranda and letters from the Civil Service Commission and from other departments are filed chronologically.

Certificates from the Civil Service Commission are filed according to the number.

Separate folded document files, similar to the above, are kept for correspondence with the three United States penitentiaries. Separate files are maintained for each of the three penitentiaries, and for each penitentiary the correspondence is classified as follows:

(*a*) Letters from the warden (regarding changes, promotions, appointments, and termination of service, etc.).

(*b*) Applications from various persons for appointment in the penitentiary service.

(*c*) Oaths and resignations of persons who are appointed.

Other folded files are maintained for continuing orders, such as executive orders and orders bearing upon some civil service law or regulation or for letters (from heads of departments, etc.) which do not find resting place elsewhere.

A set of 10 drawers is kept for blank sheets, forms, etc. No other index is kept to the file than that referred to in recording and indexing of incoming correspondence.

Consultation of files.—An applicant may examine and withdraw his application and endorsement at any time until appointment. After appointment his papers are retained in the files. When such withdrawal is made, memorandum is placed in the files showing when and by whom.

Files are divided into "current" and "storage," the divisions being made according to administration. No files have been destroyed, although the matter of doing away with some of the old files that are very cumbersome and apparently useless is being discussed. It is estimated that in the neighborhood of 25,000 communications are filed annually.

Miss Wright, the indexing and recording clerk, files all communications and spends 15 per cent of her whole time on this work. Her annual salary is $1,600, which would make the net cost for filing $240 per annum.

7. ORGANIZATION AND METHODS, DIVISION OF ACCOUNTS.[1]

General statement pertaining to organization and functions.

The Division of Accounts is charged with the examination and recording of the accounts of district attorneys, marshals, clerks, and other officers of the courts of the United States and accounts of other persons, under authority of section 368, Revised Statutes, as effected and enlarged by section 13 of the act of July 31, 1894.

The administrative head of this division is the chief, Division of Accounts.

The immediate supervision of the books and records, showing the receipt, action upon and disposition of accounts, requisitions for funds, etc., is vested in the chief bookkeeper and record clerk (head of the bookkeeping section).

From the viewpoint of the methods followed in the handling of correspondence in this division (using the term "correspondence" in its broadest sense), the incoming mail may be classified into:

(*a*) General correspondence.

(*b*) Accounts, requisitions for funds and weekly reports of receipts and disbursements, etc.

The former, for the most part, comes through the Mail and Files Division (where it is recorded), is handled initially by the chief of the division and after action by this division referred back to the Division of Mail and Files for permanent disposition. The latter comes direct, unopened, from the chief messenger of the department to the bookkeeping section, and is handled initially by the chief bookkeeper (or one designated by him) and after action of the division is permanently filed in the files maintained in that section. These two classes of correspondence must therefore be treated separately.

Handling of general correspondence.

Ninety per cent of the general or miscellaneous correspondence, the volume of which aggregates not more than 10,000 communications per annum, is opened by the chief messenger, recorded, and distributed from the Division of Mail and Files. The balance comes unopened to this division by reason of the fact that it is addressed to the chief of the Division of Accounts. Miscellaneous correspondence concerns a variety of subjects, such as authorization of expenditures of various officials, appointments of office deputy marshals, fixing of the compensation of the deputy clerks and office deputy marshals, employment of stenographers and messengers to the United States judges, purchase of law books for the Circuit Court of Appeals, leasing of quarters for United States courts and the officials thereof, bonding of clerks of United States courts, authorizing a great many expenditures from the appropriation "Miscellaneous expenses, United States courts," preparation of numerous memoranda for the Attorney General, authorization of expenses by clerks of United States courts, proposed changes on legislation, etc. This mail is initially handled by the chief of the division, who retains letters of unusual importance (such as those concerning proposed changes in legislation) for consideration and action in person. The balance is classified by the chief of the division for distribution among the clerks in his office proper or to the chief of the bookkeeping section, who handles

[1] This division made no report to the commission in re methods of handling its files and correspondence.

personally or through assistants correspondence relating to accounts, advancement of funds, appointment of marshals, etc.

Recording and indexing.—As already indicated, practically all of the general correspondence is recorded and indexed in the Division of Mail and Files before it is sent to this division. The balance, which comes direct, and is therefore unrecorded, is referred back to the Division of Mail and Files for the making of this record in the event its importance warrants it.

Briefing (incoming correspondence).—There is no briefing done in this office.

Preparation of correspondence.—It is estimated that in the neighborhood of 12,000 communications are prepared annually in this division. All outgoing mail, without exception, passes over the desk of the chief of the division for signature or initialing, as the case may be.

The correspondence relating to accounts current and requisitions for funds is prepared in the bookkeeping section either by the chief bookkeeper or his assistants. The rest of it is prepared in the office proper of the chief of the division by the chief of the division personally or by his assistants (two clerks at $1,400 each). The time of these clerks is devoted almost entirely to the handling and preparation of correspondence.

Preparation of carbon copy.—At least two carbon copies are prepared for all outgoing communications—one is for the Division of Mail and Files where the incoming correspondence is filed, the other is for the files of outgoing correspondence which is maintained in this office. The regular initialing of letters by the stenographer is observed. In addition, after each communication has gone out, the chief of the division reviews the carbon copy retained in this office, and with pen initials it to indicate that the communcation has gone through.

Press copying.—No press copies are prepared in this office.[1]

Briefing (outgoing correspondence).—A rather odd practice prevails of briefing each communication in the margin of the letter. This brief is a short abstract of the subject of the letter, such as "Relative to the clerk of the district court furnishing new bond, etc." which is a copy of the brief on an exhibit furnished this office.

Filing of correspondence.—As already indicated, separate files are maintained for the outgoing correspondence; that is, for a second copy of each and every outgoing letter or communication prepared in this division. Carbon copies sent to this division by other divisions or offices, which directly or indirectly affect the business of this office, are also filed here.

Equipment: A Yawman & Erbe flat-filing cabinet is used for the system of filing.

The arrangement of this file is as follows:

(*a*) Letters to the Senate and House and officials of each executive department classified as to department and official.

(*b*) Letters to United States attorneys, United States marshals, clerks in United States courts classified as to districts and officials within each district.

(*c*) Letters of clerks of circuits courts of appeals by circuits.

(*d*) Letters to United States commissioners, alphabetically arranged.

(*e*) Letters to United States judges, alphabetically arranged.[2]

(*f*) Miscellaneous letters, alphabetically arranged.

(*g*) Sheets showing disallowances in accounts, alphabetically arranged.

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[1] Inasmuch as all this correspondence passes through the Division of Mail and Files, press copy is there made of each outgoing communication.

[2] The primary arrangement is not by judicial district; it is solely alphabetical. This is due to the fact that the judges are shifted from one district to another, and the practice now in vogue of arranging their files in alphabetical order was found to be most convenient.

A flat vertical system of filing prevails; no index to the file is necessary, as it is self-indexing.

The files are divided into the old and current. Two sections, containing six drawers each, are maintained for the current correspondence, which dates back to July, 1909. The same arrangement prevails in both the current and "dead" files.

Dispatching.—A clerk of class 3 ($1,600) handles the filing and briefing of outgoing correspondence. She estimates that it takes about an hour and a half a day of her time. This would make a net annual cost of $320 for briefing and filing of correspondence. The correspondence is not dispatched from this office. One of the department's messengers takes it at stated times of the day from the desk of the chief of the division to the Division of Mail and Files, where it is treated as hereinbefore described.

Handling of accounts, requisitions for funds and weekly reports of receipts and disbursements, etc.

Accounts, requisitions for funds and weekly reports of receipts and disbursements, etc., are received in the bookkeeping section, direct from the chief messenger, under the direction of the chief bookkeeper; a clerk (J. R. Mickle) receives and distributes this mail. The volume of these communications (consisting almost entirely of accounts) aggregates in the neighborhood of 8,000 annually. The handling of these accounts, which constitutes the substantive accounting work of this office, is not properly a part of the consideration of handling correspondence. The incoming accounts are received in this section, recorded, and filed, so remaining until withdrawn for examination. When accounts are withdrawn for examination or otherwise, they are charged to the clerk or official making the withdrawal and after examination are returned to the bookkeeping section together with the necessary abstracts and reports. The abstracts and reports are verified by bookkeepers, and further entry is made upon the records, showing the amount recommended for allowance, the date of reference to the auditor, etc. The accounts are then transmitted to the chief of the division as part of the outgoing mail.

Requisitions for funds are recorded and acted upon in this section in like manner. The incoming requisitions—that is, requisitions upon the Attorney General for advancements being filed therein; and outgoing requisitions—that is, requisitions by the Attorney General upon the Secretary of the Treasury for advance to be made to field officers being sent to the chief of the division as part of the outgoing mail.

Recording and briefing (incoming correspondence).—There is no recording and briefing of incoming communications by this section except that which is a part of the substitutive accounting work of this section.

Outgoing correspondence (preparation of).—The outgoing correspondence prepared in this office has been spoken of. It passes through the chief of the division, where it is duly reviewed, etc. The second carbon of all outgoing correspondence is filed as hereinbefore described in the independent file maintained in this office.

8. ORGANIZATION AND METHODS. PUBLIC LANDS DIVISION.[1]

General statement pertaining to organization and functions.

To this division are assigned all matters and questions properly coming before the Department of Justice relating to the public, including reserved lands of

[1] This division made no report to this commission in re methods of handling and filing correspondence.

the United States, and the tribal or allotted lands of Indians, and all matters involving water rights of the United States and of Indians.

The chief administrative officer is an Assistant Attorney General. He directs and supervises the work of a corps of attorneys, to whom are assigned special phases of the work of the division.[1]

The Public Lands Division does not maintain any files for its correspondence. The incoming correspondence is indexed and recorded in the Division of Mail and Files, from which it is distributed to this division, where it is initially handled by an assistant attorney (Mr. Harveycutter), who inspects the same for the purpose of assignment and distribution to the attorneys of the division.

Work relating to handling correspondence.

Recording and indexing.—A card-index docket or record is maintained in order that the status of any case handled by the division may be determined without reference to the papers in the central file. On each card is recorded a digest of all incoming and outgoing correspondence; the entries are arranged in chronological order. The recording of incoming and outgoing correspondence is done at the same time by the record clerk (Mr. Hottellan). The mail is distributed, as before indicated, action taken by the division, reviewed, and then referred to this clerk for the necessary record. A Yawman & Erbe card-index cabinet is used for this purpose. Segregation of the cards is made on the basis of current and old business, the cards being arranged alphabetically within the districts, which are grouped under the States.

In accordance with the purpose of this file, the docket is inspected from time to time, in order to determine just what progress is being made in the various cases.

Docket of cases. A register containing loose-leaves, 28 by 18 inches, is the docket or record of pending litigation; that is, those cases that have reached the state of litigation. This record is kept largely for statistical purposes. The cases therein docketed are classified as follows:

1. Cases arising from trespass on the public lands.
2. Actions at law to recover for deceit in the procurement of patents to public lands.
3. Suits in equity to confirm title of bona fide purchasers of lands erroneously patented or certified, and to recover the minimum government price thereof from the patentees.
4. Suits to cancel patents, certifications, and mesne conveyances for fraud or mistake and for incidental pecuniary relief.
5. Criminal cases based on offenses committed in the entry of and procurement of patents to public lands.
6. Suits to declare forfeiture of grants of lands or rights of way for breach of condition.
7. Suits to restrain interference with reclamation work.
8. Actions against public officials defended by the department of justice.
9. Cases arising on defaults of contractors engaged in work on reclamation projects.
10. Miscellaneous.

Separate pages are devoted to each of the forms except Nos. 2 and 3, which appear on one page. For each of the foregoing classifications the following or similar designations, indicating the character of the docket entries, are provided

[1] Force in Washington: Two special assistants to the Attorney General; 3 attorneys; 1 assistant attorney; and 2 law clerks. Force in field: Twenty-two special assistant attorneys (some of whom are special assistants to the Attorney General and others special assistants to various United States attorneys).

on a continuous line across the top of the page: District, file number, date begun, docket number, defendants, demand, date concluded, judgment in favor of United States (damages, costs satisfied) other disposition, pending.

For the first classification—that is, cases arising from trespass on the public lands—similar columns under the foregoing designations are provided under "Civil" and "Criminal" which represent the primary subdivision.

This record is made up from the correspondence received by the division and the docket reports. The docket reports are received from docket clerk of the Mail and Files Division. After the docket clerk enters up the reports received from day to day, he sends up the original of the reports concerning matters in which the Public Lands Division is interested. After the foregoing information is entered upon this record, the docket reports are destroyed.

Preparation of outgoing correspondence.—The various attorneys in the office prepare the outgoing correspondence relating to their respective phases of work.[1]

After the correspondence has been prepared it is referred to an attorney (Mr. Williams), who acts as a reviewer not only of the character of the correspondence but of the legal questions involved therein.

One carbon copy is prepared for the Division of Mail and Files.

The general rule of initialing correspondence is observed here. On the original the initials of the one who indited the letter are put in the left-hand corner at the time he reviews same. All the correspondence of this division is signed by the Assistant Attorney General in charge, after which it is referred to the Division of Mail and Files, where it is press copied and dispatched as hereinbefore described.

Four clerks (one class 3, two class 1, and one at $1,000) devote practically all of their time to taking dictation and preparing correspondence for this division. One of these, however (clerk, at $1,000), spends approximately 20 per cent of her time in making entries on the card docket of correspondence and in the docket of pending litigation.

9. ORGANIZATION AND METHODS.

Office of pardon attorney.

There is no legislation creating this office or prescribing its duties and functions. The activities of the office are prescribed by departmental order and vary to some extent according to the desires of the respective Attorneys General.

The administrative head of the office is the attorney in charge of pardons. He is usually termed "the pardon attorney." His annual compensation is $3,000. The office force under his direction consists of two clerks, a clerk, class 3 ($1,600), and a clerk at $1,000.

In this office are handled all applications for Executive clemency considered by the President and connected therewith, except in Army and Navy cases. The pardon attorney secures the necessary reports, briefs the application and papers for the consideration of the Attorney General. He is also charged with the preparation of warrants of pardon, including the warrants in Army and Navy cases.

All the business of the office is not handled through correspondence. No small portion of the pardon attorney's time is spent in hearing the cases before the department. A record, however, of every pardon case is made, and much

[1] The Assistant Attorney General felt unable to furnish any classification of the salary expense of preparing correspondence.

correspondence relating thereto is necessarily had. This office maintains its own files, separate and distinct from the central files in the Division of Mail and Files.

Work related to incoming correspondence.

The volume of incoming correspondence aggregates, in round numbers, 8,000 communications per year. This correspondence is classified as follows:

(*a*) Reports from applicants for pardon.

(*b*) Correspondence relating to applicants for pardon.

(*c*) Miscellaneous letters regarding applications for pardon.

The pardon attorney estimates that about 75 per cent of the mail is received direct from the chief messenger of the department and opened in his office; the remainder is opened in the Division of Mail and Files. Mail addressed to the Attorney General, as above noted, passes through the central files and about 25 per cent of the mail intended for this office is so addressed.

All the mail is initially handled by J. A. Finch, the pardon attorney. No number or stamp is placed on the correspondence by him. He inspects it in order to determine its character and importance. In the event anything of unusual importance demanding immediate action is disclosed, those communications are considered at once; otherwise, all of the correspondence which has been opened by the pardon attorney is referred to the Division of Mail and Files for recording, pursuant to the order of the Attorney General, before disposition in this office.

When the mail is returned from the Division of Mail and Files, it is referred to Mr. Tiller (clerk at $1,000, Class D), who stamps thereon the date of its receipt. The following is an illustration of the stamp:

PARDON ATTORNEY'S OFFICE
March 3, 1911
DEPARTMENT OF JUSTICE.

No other stamp is placed on the incoming mail. Every letter received pertains to some applicant for pardon and his name is placed thereon. If the mail is not of this character, it is generally returned, unless it is likely to have a bearing upon a prospective application for pardon; for instance, a protest against clemency in a case which might arise in the future is retained in the miscellaneous files as hereinafter described.

Recording and indexing incoming correspondence.—Each application when received is entered upon the "*Record of Pardon Applications*" (Pardon Docket). This record consists of bound volumes of 800 pages each. The earlier records were lettered from A to Z, covering the period from 1859 to 1909; the next volume, from November, 1909, to September, 1911, is numbered 26; the succeeding, or current volume, is numbered 27, and so on. When the application is received in the form prescribed by this office, it becomes a case, and is then entered in this record.

This record consists of the following items: Case of ———, offense, date of sentence (not used), sentence, date referred to United States attorney, date United States attorney's report received, judges' report received, warden's report received, report to ———, attorney general recommends ———, case forwarded to the President, case received from the President, action, warrants sent to the President, received from the President, transmitted to ———, receipt for warrants returned.

As is evident, all of the foregoing entries are not made at the time the case originates; the items are self-explanatory. From this record it might be said that the file number is assigned, inasmuch as each case takes a file number

corresponding to the number on the volume of the record and the page on which it is entered. For instance, the file number of a case entered, as above described, on page 231 of a docket record, volume 27, would be 27–231. The filing system will be discussed under the appropriate head. The pardon attorney indicates that the work of the office in respect to its filing and recording system is substantially similar to the docket system of courts of justice; that is, the record of each case is made on the term "docket," the file number consisting of the docket number and the serial number.

File numbers are not placed on each of the incoming communications and letters for the reason that experience of the office shows it to be unnecessary. The current cases are all arranged alphabetically according to the names of the applicants, in a file case specially prepared therefor; they are easily remembered by the clerk, and for this reason the placing of file numbers on incoming communications would be of no assistance whatever in placing the letters in their various jackets, except where the letter received is about an old case, which does not happen often. Reference to the docket is necessary in such case to secure the file number before the communication can be filed, in which event the file number is placed upon the communication.

No recording and indexing of letters received is done in this office other than that above described. As has already been mentioned, all of the correspondence is recorded and indexed in the Division of Mail and Files. The docket record can only be considered recording and indexing in a general way; that is, in the sense that the docket entries show when the case is received, the several reports relating thereto, and the action taken by the department.

Briefing incoming correspondence.—Very little briefing is done in this office. On the back of each communication, however, the following record is usually made:

(*a*) Date of letter.
(*b*) Name of applicant.
(*c*) Name of writer.
(*d*) Subject of letter (word or two).

Work related to outgoing correspondence.

Preparation of correspondence.—Roughly estimating, the volume of outgoing correspondence aggregates 5,000 communications annually. It is estimated that over two-thirds of this correspondence is prepared by Mr. Tiller, the balance being prepared by the pardon attorney himself; the more important communications are prepared in person by the latter, the miscellaneous correspondence being referred to the former.

The pardon attorney estimates that almost half of the outgoing correspondence is prepared on printed forms, of which 10 per cent consists of mere acknowledgments. An examination of these forms, about a dozen in number, covering situations which recur from day to day, indicates that a large economy is effected through their use. Two of these forms are of such importance that they are press copied.

About 50 per cent of the typewritten letters (which makes up half of the outgoing correspondence) is dictated to either of the two clerks (stenographers) by the pardon attorney. Practically all of such communications are signed by the pardon attorney personally, who reviews the composition of all such letters. A few letters are signed by the Attorney General, these letters being prepared by the pardon attorney and bearing his initials. Letters prepared by the pardon attorney signed by himself are not initialed. Letters signed by the pardon attorney prepared by his clerk bear the initials of the clerk.

The character of the outgoing correspondence would correspond to that of the incoming, consisting of requests for reports upon applications for pardon and other correspondence relating to such applications.

Recording and indexing.—No record is made of incoming correspondence except in the case of reports received in re pardon applications. The receipt thereof is recorded on the docket and on the jacket also.

Press copying.—All originals of outgoing letters (including two of the form letters) are press copied in a bound volume. This volume contains 500 pages, each volume being indexed at the front. This index consists merely of the names of the petitioners alphabetically arranged. Inasmuch as practically every communication prepared in the office has reference to some applicant for pardon, his name, which is the basis for the filing system, affords all the information desired. In rare instances, however, the name of the writer is also mentioned.

Carbon copies.—Two carbon copies of all letters prepared in this office are made; one copy being kept with the letter and placed in the jacket with the other letters in the case (as hereinafter described); the other copy is preserved and from time to time bound and indexed, the copies being arranged chronologically. The index is alphabetically arranged and contains both the name of the petitioner (that is, the applicant for clemency) and the name of the addressee.

Filing.—The files of this office are not self-indexing. The old style of document file of folded papers filed vertically is used. As already explained, the letters or papers of whatever nature connected with applications for pardon, are folded and placed in a linen-lined jacket 5 by 9 inches. On the outside of the jacket indorsements are made showing the essential facts in connection with the case and the action taken upon it. The following is an illustration of the form, the items in italics being the indorsements made from time to time as shown by an exhibit furnished this office.

IN RE APPLICATION FOR EXECUTIVE CLEMENCY.

> Of John Doe, Sou. Dist. of New York. Record, 26; page *125*. Filed March 10, 1911. Referred to U. S. attorney, *March 11*, 1911. 2d ref. to U. S. attorney, ———, 1911. U. S. atty's report, ———. 19—; ———. U. S. atty's report, *April 1, 1911; favorable.* Judge's report, ———, 19—; ———. Warden's report, *March 20, 1911;* expires *Jan. 12, 1918.* Report of ———, 19—; ———. To the Attorney General, ———, 19—. Attorney General recommends *commutation to expire immediately.* To the President, *April 15*, 1911. Returned by the President, *April 16, 1911.* Action *commuted to expire immediately, April 16, 1911.* Warrant sent to the President *April 17*, 1911. Received from the President *April 18*, 1911. Transmitted to *warden, U. S. Penitentiary, April 18, 1911.* Receipt returned, *April 25, 1911.* Notice of final action to be sent to *party who filed petition.*

The name of the applicant and certain other items are indorsed on this jacket at the time the case is entered in the docket. As already explained, the number which appears on the jacket, and which is the basis for the filing is taken from the docket. These numbers determine the order in which they are filed in the case. In other words, the files are arranged according to the dockets. For instance, the cases recorded in docket 27 would be filed one after the other according to the number (that is, according to the pages of the

docket), one file containing as many cases (usually about 25 in number) as it can conveniently carry. About 260 filing cases are arranged on two sides of the pardon attorney's office.

Miscellaneous.—Two files are maintained for miscellaneous correspondence, incoming and outgoing (the original of incoming and the carbon of outgoing relating thereto), which is not at the time of its filing a pending case (and for this reason no record is made in the docket and the correspondence is not filed in the general case files). The correspondence is filed horizontally. The papers in these files are arranged alphabetically and are in a flat horizontal position. Index cards of such communications are placed in the index of the general file.

Index to the files.—An index is kept to the files. This index consists of cards 3 by 5 inches which contain the following items:

(*a*) Name of applicant.

(*b*) Judicial district.

(*c*) Number and page of volume where the case is docketed.

These cards are made up from time to time from the docket record (which is also indexed according to the names of the applicants). The cards are arranged alphabetically.

Consultation of files.—All of the papers filed in the case may be consulted by any person having a proper interest in the case, with the exception of the reports received from the various officers reporting upon the case. These are not open to anyone except officers making the reports, the pardon attorney, the Attorney General, and the pardon board, and, where occasion may require, the officers of the department.

When letters or papers are withdrawn for the use of the parole board a form receipt showing each document taken is placed in the jacket. When the case is sent to the district attorney for report or to the President for action the record shows such action. If merely one paper were desired, a notation in pencil will be made on the jacket and erased after the paper is returned.

The filing system is so arranged that the latest file boxes alone contain cases of current interest. Occasionally an old case will be called up for consideration, but practically all of the cases filed back of a year and a half from the date have no current interest. No files of any kind are destroyed.

Miscellaneous records.—Several miscellaneous records are maintained which have incidental reference to the handling of files and correspondence, which will be noted.

(*a*) A record of pardon cases: This record is a volume containing blank forms similar in all respects to the official documents issued by the President. These forms are filled out in longhand in precisely the same manner that the original warrant is prepared and signed. Each form takes four pages, and the volume is therefore numbered every fourth page. The entries in this book are carefully compared with the original and indexed.

(*b*) Record of denied cases: This is a miscellaneous record of applications for pardon which have been denied. The record is in chronological order without any index. Its chief value is in preparing statistics for the annual report.

(*c*) Pardon attorney's private docket: In a small memorandum book about 16 by 18 inches, the pardon attorney keeps his own personal record of live cases (the cases to be disposed of). After the record of a case is completely made up, and before it is acted upon, the pardon attorney makes up this record in order to have before him complete data of all the pending cases. The principal items of information contained in this record are as follows: Papers

filed, name of paper, briefed (date), to Attorney General (date), Attorney General recommends (date), to the President (date), President's action ———, term will expire, offense, sentence.

The individual cases are numbered consecutively from 1 to 1,000.

It should be mentioned in connection with this docket that the files of all cases which are ready for action of the Attorney General are kept at the right of the pardon attorney. These files are further classified into those containing—

(*a*) Cases to be briefed (2 files).

(*b*) Cases on which further information is to be secured and investigation made (2 files).

(*c*) Cases already briefed (2 files).

(*d*) Ready for the Attorney General (2 files).

This arrangement is merely for expediency.

Equipment.—Equipment has already been touched upon in the discussion of the various methods.

10. ORGANIZATION AND METHODS, OFFICE OF DISBURSING CLERK.[1]

General statement pertaining to organization and functions.

The primary function of the disbursing office is the payment of the accounts for the Department of Justice. These accounts are divided into two general classes—pay roll and special voucher. This office is charged with the auditing of all these accounts—both pay roll and special voucher—before payment is made.

The administrative head of the disbursing office is the disbursing clerk, whose compensation is $2,750 per annum. He is charged with the supervision and direction of the office force, which consists of eight clerks and a messenger.

Work related to handling of incoming correspondence.

Practically all of the correspondence received in (or emanating from) this office has to do with accounts, the miscellaneous correspondence being an almost negligible quantity. The number of communications received annually in this office is estimated at 7,500. They may be divided into the following classes:

Accounts	6,650
Notices of appointment	150
Department memoranda	50
Miscellaneous letters	600
From other departments	50

It is estimated that about 90 per cent of the mail is received in this office unopened, the remainder of the mail (10 per cent) is opened in the Division of Mail and Files, this portion consisting of mail which has been addressed to the Attorney General. The mail is handled initially by the disbursing clerk, who opens, inspects, and classifies same for the purpose of distribution. He estimates that this work consumes about 10 per cent of his time, which makes the net salary cost therefor $275 per annum.

Briefing.—Very little briefing is done in this office. Department memoranda (50), miscellaneous letters (600), and communications from other departments (50) are briefed. For the purpose of making this brief the following stamp is placed upon the back of the communication in such a way that the communica-

[1] The disbursing office was removed in July, 1911, from the main building of the Department of Justice to the ninth floor of the Southern Building, Fifteenth and H Streets NW.

tion can be folded in the jacket form for filing, the brief being at the top and on the face of the jacket thus made:

——— Dist. of ———
Name———
Position———
Date———
Subject———
———————
———————
———————

The blank spaces provided above are filled in by pen when brief is made of the communication. This brief consists of about 25 words. Briefing is done by a clerk of class 1, who spends about 10 per cent of her whole time on such work, the net cost thereof being $100 per annum.

It should also be noted that in conformity with the former practices of this office the method of briefing comptroller's decisions (of which there are about 50 per annum) is continued by the disbursing clerk. This brief is made on the back of the standard letter-size jacket formerly used in the Department of Justice for filing letter-size communications. On the back of it is shown the date of the communication, that is, from the Comptroller of the Treasury; the subject thereof, consisting of four or five words; and to whom it has been referred. Below there are also special rulings for the action taken.

Recording and indexing.—Incoming mail is not recorded or indexed.

Distribution.—For the purpose of distribution all the incoming mail is divided into the following classes by the disbursing clerk at the time he receives and opens same: Accounts, notices of appointments, miscellaneous letters, letters from other departments.

In the case of the last two of the above mentioned before distribution for final action in the office they are turned over to the briefing clerk for briefing, as herein indicated. Of the first, however, no briefs, indexes, or records are made, and they are distributed at once for action.

To expedite distribution, the name of the clerk, office, or division to whom the communication is to be sent is noted on the papers.

The time consumed by the disbursing clerk and the salary cost thereof have been indicated. In addition it is estimated that about 40 per cent of the time of the office messenger (William Yerby) is required for this work. His annual compensation is $720, which would make the net annual cost therefor $288.

Work related to outgoing correspondence.

Preparation of.—It is estimated that in the neighborhood of 14,000 communications are prepared annually in this office. About 10 per cent thereof, or 1,400, are general correspondence letters; the balance thereof, or 90 per cent, are printed forms. Through the action of the disbursing clerk the practice of inclosing individual transmittal letters with each voucher has been discontinued. The present practice is to inclose a printed form (on which no entries are made by this office, except where differences arise in the settlement of accounts) with each check. Communications carrying these checks practically constitute the 90 per cent of the communications that are sent out on printed forms.

The general and miscellaneous correspondence of the office is conducted personally by the disbursing clerk. He dictates this correspondence to the office stenographer. All of the correspondence and communications, except those inclosing vouchers (90 per cent), bear autograph signatures. All envelopes for the general correspondence are addressed by the stenographer who prepares the correspondence, and those for the printed or form letters by a clerk of class 2

by use of an addressograph. The following is a statement of the names and salaries of the persons engaged in preparing correspondence, the estimated portion of the whole time of each consumed in such work, and the cost thereof:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
J. D. Kiefer	$1,800	[1] 5	$90
J. P. Rudy	1,800	[2] 1	18
Nathan Plummer	1,800	[1] 5	90
L. A. Russel	1,600	[1] 5	80
J. M. Bornholdt	900	[1] 5	45
Nettie C. Jennings	1,400	[3] 25	350
J. Augusta Bowen	1,200	60	720
Disbursing clerk	2,750	20	550

[1] Forwarding checks with printed form letter of transmittal.
[2] Forwarding passenger transportation orders.
[3] Addressing envelopes on addressograph, and forwarding pay-roll checks.

Recording and indexing (outgoing correspondence).—As has been noted, no book or index record is made of incoming correspondence. The outgoing correspondence, however, is press copied, as hereinafter noted, and is recorded in a large bound register of 500 pages, 16 by 12 inches in dimension. Each page contains the following special designations on a continuous line: Date, book, page, name, subject.

This record is made up from the press-copy book. The columns above, designated "book" and "page," have reference to the press-copy book and page numbers. The book itself is classified under special index designations, such as "Attorney General," "assistant to Attorney General," "private secretary," "chief clerk," "Chief Bureau of Investigations," etc., and "miscellaneous" (under which about one-half of the book is reserved); for all the other officers an alphabetical index is kept in this record at the front of the book, where the names of the officers or individuals are arranged alphabetically and the page on which the correspondence relating thereto is inserted opposite. A clerk of class 1 (Miss Bowen) keeps this record of letters in the press-copy book, spending about 20 per cent of her whole time upon such work. The net cost thereof would be $200 per annum.

Press copying.—As indicated, all the outgoing correspondence except the printed forms accompanying vouchers are press copied with the signature of the disbursing clerk affixed. This is done by the office messenger in bound volumes of 500 pages each.

The monthly pay rolls are also press copied by this messenger in a large bound register or volume, 20 by 24 inches in dimension. These are indexed according to the appropriation from which the payments are made. The books are numbered on the cover (consecutively) and the time covered by the pay rolls bound shown thereon. It is estimated that the press copying consumes about 12½ per cent of the messenger's time. This would make a net annual cost of $90.

Filing of correspondence.

General files.—The equipment used in this office for the filing of general or miscellaneous correspondence is the "Macey" folding document file case. As

indicated, the brief is stamped on the back of the incoming communication, which is folded twice, so that the communication is in jacket form, 8 by 3½ inches in dimension. If the brief is not stamped on the communication itself, it is typewritten upon the jacket, already described, which is folded about such communication. In the individual filing boxes the communications are arranged chronologically. The filing boxes are arranged alphabetically according to the State or executive department; carbon copies are filed with the document or communication to which they refer. Other file boxes are maintained for orders of the Attorney General, miscellaneous appointments, miscellaneous correspondence with people who have no judicial district, suspension certificates, transportation correspondence, powers of attorney, letters of administration, and other miscellaneous matters. The system of filing for the latter is the same. It is estimated that the file work requires 10 per cent of the time of the stenographer of this office (Miss Bowen). This would make a net cost of $120 per annum.

Dispatching.—The dispatching of the general correspondence is done by the disbursing clerk, who personally places the letters in the envelopes. The printed or form letters are placed in the envelopes by Misses Jennings and Bowen and Messrs. Kiefer, Plummer, Russell, and Bornholdt. They are sealed by hand by the above named. The following is a statement of the persons so engaged, their salary, and estimated portion of the whole time of each and the cost thereof:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
J. H. Mackey	$2,750	1	$27.50
J. D. Kiefer	1,800	1	18.00
J. A. Russell	1,600	1	16.00
J. M. Bornholdt	900	1	9.00
Nettie C. Jennings	1,400	10	140.00
J. Augusta Bowen	1,200	1	12.00

Consultation of files.—The general correspondence files are consulted by the disbursing clerk, who has the file clerk replace whatever records he had withdrawn when he is through with same. No card is inserted in place of the absent file unless the corresspondence is sent out of the office.

Disposition of old files.—The files in this office are comparatively small, for which reason there has been no disposition made of the old files, which are retained, with the exception of the press-copy books, which are filed in the department's storage room.

Duplicate voucher files.—A Yawman & Erbe folding filing cabinet is the equipment used for the duplicate voucher files. The vouchers prepared in this office in payment of accounts are in duplicate. The originals are forwarded to the Auditor for the State and other departments; the duplicate or memorandum vouchers are retained and filed here. Individual filing boxes are maintained for the various appropriations from which this office disburses money, which are as follows:

Defense in Indian depredation claims.

Repairs, to courthouse, Washington, D. C.

Traveling and miscellaneous expenses, Department of Justice.
Pay of regular assistant attorneys, United States courts.
Salaries, fees, and expenses of marshals, United States courts.
Salaries and expenses of district attorneys, United States courts.
Salaries, district court, Territory of Hawaii.
Inspection of prisons and prisoners.
Enforcement of antitrust laws, etc.
Rent of buildings, Department of Justice.
Pay of special assistant attorneys, United States courts.
Salaries, Supreme Court.
Salaries, circuit courts.
Salaries, district judges.
Salaries, retired judges.
Salaries, Court of Claims.
Salary, Commissioner Yellowstone National Park.
Salary, clerk, district court, northern district of Illinois.
Salaries and expenses, court of appeals, District of Columbia.
Salaries, supreme court, District of Columbia.
Supplies for United States courts.
Protecting the interests of the United States in suits affecting Pacific railroads.
Suits for removal of restrictions, allotted lands, Five Civilized Tribes.
Investigating title of the United States in lands in District of Columbia.
Auditors, Court of Claims.
Protecting interests of the United States in customs matters.
United States Court of Customs Appeals.
Enforcement of acts to regulate commerce.
United States Commerce Court.
Investigation and prosecution of crimes.
Prosecution of crimes affecting title to Kickapoo lands in Oklahoma.
Suits affecting title to Seminole allotted lands in Oklahoma.
Books for judicial officers.
Salaries, governor, etc., District of Alaska.
Salaries, governor, etc., Territory of Hawaii.
Federal Court Reports and Digests.

Within each file the vouchers are arranged in numerical and chronological order. No separate index is maintained for this file, the "Abstract" and "Voucher" record books (both accounting records primarily) forming a double or cross index to these files.[1]

Files of paid and unpaid transportation orders.—These files have only incidental reference to the correspondence of the office. In drawers used for that purpose the coupons of the transportation orders (which are issued in response to requisitions made on requisition cards) are filed. The bound stubs of transportation orders which have been issued, the requisition cards, the unpaid coupons, and the paid coupons are each filed separately. When the individual to whom the transportation order has been sent presents same to the railroad company and payment has been made to the latter, the coupons are marked by dating stamp with the date of payment and transferred from the drawer in which they are retained up to that time to a large drawer containing the paid coupons. The arrangement of these files is alphabetical, according to the name of the individual in whose favor they are drawn.

[1] It was the inauguration of these records by the disbursing clerk which rendered unnecessary the preparation and press copying of letters of transmittal. Prior to that time it was an index to the copy book that served as such an index to this file.

Miscellaneous and special card indexes.—For the convenience of the office, certain special card indexes are kept which, in a measure, are used in paying accounts and handling correspondence:

(*e*) Card index of comptroller's decisions: On small 3 by 5 blank cards a digest of the comptroller's decision is typewritten. These cards are filed in alphabetical order, according to the subject. (*f*) Card index of general laws pertaining to accounts: The syllabi of these laws pertaining to accounts are typewritten on cards similar to the above, which are filed in this index alphabetically, according to subject.

(*d*) Card index of special appointments: This index is also maintained on small 3 by 5 cards, one card being devoted to each appointment and subsequent data (that is, pertaining to promotions, etc.) relating thereto. The card contains the name of the appointee, his salary, and the conditions of the appointment. The cards are grouped primarily under various appropriations, such as the "Antitrust," "Miscellaneous," etc. Under the special headings the cards are arranged alphabetically.

(*a*) Notices of appointments reported by appointment clerk: The notices of appointments received in this office, of which it is estimated that there are 150 annually, are all indexed in a specially prepared A to Z index to correspond to the notices. These notices are placed in the above file, arranged numerically and chronologically. Every two years these notices, with special index thereto, are bound.

(*b*) Book index of pay roll changes: A record of all changes of pay rolls is kept in a book marked "pay rolls," with the following headings: Roll, Name, District, From, Remarks (for incoming employees); Roll, Name, District, To, Remarks (for outgoing employees).

(*c*) Pay roll lists: These consist of typewritten lists of the names of officers and employees on pay rolls by appropriations. These lists show the name, designation, district, address, and salary.

11. ORGANIZATION AND METHODS OF OFFICE OF THE SOLICITOR OF THE TREASURY.

In general.

The Solicitor of the Treasury is charged with the supervision of suits in which the United States is a party or interested, except cases in the Supreme Court, Court of Claims, and such suits or proceedings that Congress has especially committed to some other office, e. g., those relating to internal revenue, trusts, interstate commerce, etc.[1]

The foregoing statement of the functions of this office indicate in general the character of its correspondence. The volume of incoming correspondence aggregates 16,000 communications per annum. They may be divided into the following classes:

Miscellaneous letters	6,500
Bonds and contracts, by references	3,000
Reports of district attorneys' clerks, United States courts, collectors of customs, etc	4,000
Certificates of deposits	2,500

[1] The office of the Agent of the Treasury, of which the office of the Solicitor of the Treasury is successor, was created by act of Congress, May 15, 1820. The title of "agent" was changed to "solicitor" by subsequent act of Congress of May 29, 1830, at which time his powers and duties were enlarged. The office was made a bureau of the Department of Justice in the year 1870.

Work related to handling of incoming correspondence.

Practically all the mail intended for this office is received direct in the office of the chief clerk. Upon its receipt it is taken in charge by the mail clerk (John A. Ellinger), who opens and assorts the same and stamps each communication with the date of its receipt. The mail then passes to the solicitor and is by him referred to the assistant solicitor, after which it is referred to the chief clerk for assignment.[1] This assignment consists of noting on the face of the communication the initials of the clerk or official to whom it is referred for action. After the assignment has been made the correspondence is referred to the file and entry clerk (J. S. Maddux) for entry on his record. The following is an illustration of the character of the stamp which the entry clerk places upon the face of each communication:

SOLICITOR OF THE TREASURY.

Rec'd ———. Mar. 16, 1912. ——— A. M.

File No. ———.

Inasmuch as the flat filing system is in vogue in this office, this stamp is placed on the face of the communication near the top.

The only entry inserted in the foregoing stamp by the file clerk is the file number. Each communication is given a number (a serial number assigned arbitrarily) which determines (in the event the communication is about a new case) or corresponds with (in the event it is a pending case or one about which there has been correspondence) the file number of the subject matter to which it relates.

If the correspondence relates to a new case, it is given the next unassigned number.

Recording and indexing:

This office records and indexes (which is one process) all incoming (and outgoing) correspondence.

For this purpose heavy blue and white cards 4 by 6 inches, with special rulings, are used.

Blue cards.—At the top of the blue card sufficient space is left for the insertion of the name of the individual, title, number, State, or district. Columns provide for the file or docket number, date (incoming and outgoing), and subject. On the card is also shown the persons to whom the communication has been referred (and charged) for consideration or reply. This information is determined from the assignment of the chief clerk. A similar arrangement of columns appear on the reverse side of the card.

The white card is similar in form and ruling to the blue card, except that it has two additional columns, one for the docket number and the other for the person to whom the communication is charged. (The assignment of correspondence is noted on white cards only.) The arrangement on the reverse side of the white card is the same. The following are illustrations of the form of card used and a facsimile of the entries which appear on an exhibit furnished this office.

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[1] Some reports and correspondence of an unimportant nature, such as requests for blanks, etc., are referred direct to the chief clerk—being reviewed by neither the solicitor nor assistant solicitor.

[Blue.]

Doe, Jno. Dayton, Ohio.

File or docket.	Date.		Subject.
	Incoming.	Outgoing.	
12496	Feb. 20, 1911	Feb. 21	Joseph Eller. Land J.

NOTE.—The following appears in the lower left-hand corner on the face:
DEPARTMENT OF JUSTICE,
Office of the Solicitor of the Treasury.

[White.]

Eller, Jos. Land. Ohio.

File No.	Docket.	Date.		To or from—	Charged to—
		Incoming.	Outgoing.		
		1911			
12496		Feb. 20	Feb. 21	Jno. Doe	J.

NOTE.—The following appears in the lower left-hand corner on the face:
DEPARTMENT OF JUSTICE,
Office of the Solicitor of the Treasury.

For the purpose of recording and indexing the correspondence of this bureau the cards on which the incoming mail is recorded are classified into four groups, each of which is filed in the separate card indexes. The first three groups are of the records made on blue cards; the latter of records on white cards.

(*A*) District and State records: On this set of cards, which are filed by judicial district and within the respective judicial district, alphabetically, according to the official title, are entered and recorded communications from United States attorneys, marshals (and other officials, such as customs officers permanently located in the State). For instance, the classification within a judicial district of an exhibit furnished was as follows: Assistant treasurer, attorney, clerks, collector of customs, marshals. When fully recorded, the cards show the name and title of the writer, his State or district, the date the communication was received, the subject matter thereof, the file number, and to whom the communication was referred for action.

(*B*) Departmental index: This index is similar to the last mentioned, indicating the title of the departmental official with whom the correspondence is had. The card also shows the date received, the subject matter, to whom referred, and the file number.

(*C*) Private index: This is to that correspondence which does not fall within the first two above mentioned, containing the correspondence with individuals. The record contains the name and address of the writer, the date the communication was received, the subject matter thereof, the file number, and to whom the communication was referred for action. The arrangement of cards is alphabetical.

(*D*) Subject-matter index (white card): This record is indexed primarily according to the subject or nature of the correspondence, i. e., land, customs frauds, etc. The title of the case is most frequently the subject. The card also shows the department, State, district from which received, date received, the title or name of writer or person addressed, and to whom referred for action. The arrangement of cards is alphabetical.

All communications are entered under the last set of cards (that is, the subject-matter card indexes) in addition to being entered on one of the other sets according to the source of the communication. In other words, each communication is indexed and recorded that it may be found by reference to its subject in the white-card index or to the State or district, department, or individual from which received in the blue-card indexes.

Cross indexing: There are few cross references made (although it should be remembered that the making of two indexes of each communication as above described means a cross reference for each). In some cases, however, two or more subjects are mentioned in one communication, in which event an index and reference must be made for each subject; again, it will sometimes happen that a communication will refer to a number of individuals with each or several of whom there has been some correspondence and hence distinct file numbers. In case a communication deals with several file numbers it is usually filed under the first name or subject mentioned and indexed under all. It is not given an independent file number if any of the cases mentioned already have one.

It should be noticed that a subject once indexed serves for all future communications; upon these cards is shown, in chronological order, each communication received, and for each communication the items as above described. Inasmuch as the records are made on both white and blue cards there is furnished a complete duplicate history of the correspondence with this office on any subject.[1] In order that the indexes will not become unwieldy back or "dead" cards are periodically removed from the blue-card indexes. The removal is made according to dates, without reference to the subjects indexes, and the cards are placed in another card index arranged as in the current indexes. It is estimated that in the neighborhood of 5,000 cards are used annually for the indexing of incoming correspondence. About 40 per cent of the whole time of the index clerk is consumed upon this work; his salary is $1,600 per annum, which would make a net annual cost of $640.

Distribution.—Distribution is made by messenger to the person or official indicated by the assignment. A tag marked "special" is attached to letters which require immediate attention. Salary of the messenger doing this work is $720; it is estimated that it requires 25 per cent of his whole time, which would mean a net cost of $180 per annum.

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[1] These card indexes are the continuation of the record "Index to letters received." This is in a large bound volume of 500 pages. It was discontinued, as the official index, a short time ago, although for convenience the entry clerk continues to enter all correspondence therein, and will continue to do so until the book is filled. The columns provide for the following information: Date of entry, cas eor surname, Christian name, residence or from whom received, state, entry number, etc.

This record is arranged alphabetically; no cross references are used.

Work relating to outgoing correspondence.

Preparation of.—It is estimated that 11,000 communications are prepared annually in this bureau. This correspondence is prepared by the clerks or officials to whom it has been referred by the chief clerk for action. Seventy-five per cent of the letters prepared in this office are dictated to stenographers; 20 per cent consists of letters and opinions which are written in longhand and then written on typewriter, the remainder being prepared on printed form and then copied.

The communications are initialed by the clerk preparing same, and then by the chief clerk and Assistant Solicitor, through whose hands they come before being signed by the Solicitor. All letters are signed by the latter; in his absence by the Acting Solicitor. Ordinarily the incoming letter is not attached to the reply when the latter is presented for signature for the reason that the Solicitor has reviewed the incoming correspondence and is familiar with the contents of letter to which reply is made. A notation "Inclosure" is made on letter to insure inclosures will be made. The stenographer is also charged with placing the inclosure in the envelope when writing the letter, the envelope being given the same number as the file number of the letter. In order to insure the execution of directions or instructions to subordinates or other individuals contained in the letter, a brief note is made of the case on the docket (a docket record being kept of each case under the jurisdiction of this bureau) which is frequently inspected.

One carbon copy is usually made of the correspondence prepared in this office. In the case of opinions, however, two or more copies are sometimes made. The carbon copy is filed with the letter received, as hereinafter described, so that a complete file of related papers, incoming and outgoing, is kept together in the files. The originals of all outgoing correspondence bear the signature of the solicitor; the office copies bear the name which is affixed by means of a rubber stamp. The following is a statement of the names and salaries of persons engaged in preparing correspondence, the estimated portion of the whole time consumed in this work, and the cost thereof:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
C. W. Maupin	$2,000	10	$200
R. J. Mawhinney	2,000	10	200
C. S. Johnson	2,000	10	200
R. E. Tyner	1,800	20	360
H. B. Cox	1,800	25	450
M. D. Keefer	1,400	25	350
D. S. Foster	1,800	10	180
W. M. Birchard, stenographer	1,400	100	1,400
Total			3,340

Recording and indexing (outgoing): The outgoing correspondence is indexed and recorded in the same manner and on the same cards as the incoming correspondence, the outgoing entries being made in the columns applicable. The manner in which this record is made up has already been described in great detail. The record for the outgoing correspondence is prepared from the carbon copies (the record of the incoming having been prepared from the original of

the communication received in this office). The subject or file number of the outgoing correspondence generally agrees with that of the incoming correspondence. In exceptional cases, however, the correspondence originates in the bureau without any reference to incoming correspondence or on a subject which has not been previously indexed. In this event a new number is assigned. The same clerk records the outgoing and incoming correspondence; it is estimated that about one-fourth of his whole time is engaged in recording outgoing correspondence. His salary is $1,600; the net cost, therefore, would be $400.

Press copies.—The originals of all outgoing correspondence are press copied on loose sheets, which are chronologically bound in buckram. About 2,000 sheets are bound in each volume. The file clerk estimates that about four volumes are bound a year. The pages thereof are not numbered, and the volumes are not indexed. The card indexes furnish the date of any letter, and inasmuch as these sheets are filed chronologically, the former serve as an index for the latter. The press copying is done by an acting messenger, who spends about 10 per cent of his whole time on such work, the net cost being $66 per annum.

Carbon copies.—As before noted, but one carbon copy is generally made of outgoing correspondence. This is filed with the incoming correspondence.

Dispatching.—After the letters are press copied they are handed to the clerk (Ellinger) who has charge of inclosing, sealing, and mailing the correspondence. It is estimated that this work consumes about 10 per cent of his time. His salary per annum is $1,600, which would make a net cost of $160.

Filing of correspondence (incoming and outgoing).

This office maintains its own files in which it is estimated that in the neighborhood of 15,000 communications are filed annually. The files are not self-indexing. The basis of the filing is the subject or file number, assigned arbitrarily, at the time a new case comes up. This file number is obtained from and agrees with the card-index number of the subject. To illustrate, the first subject indexed was given the number 1; succeeding subjects, consecutive numbers.

The correspondence (both incoming and outgoing) is placed in a brown folder with the carbon copy on top. The folder containing this correspondence is then filed flat in vertical position in the filing cabinets. These folders are arranged in numerical order from 1 up. Each cabinet contains about 500 jackets; that is, correspondence on about 500 subjects. The correspondence is fastened in this folder, which is 9¼ by 11½ inches in dimensions, by a Rittenhouse fastener. This fastener holds all the papers containing the one file number together, the fastener being inserted at the left-hand side of the inner cover. The folders have a half-inch projection across the longer side on which the file number is placed. When the folder is filed, this number appears in the upper left-hand corner. For convenience in filing, guide cards of manila cardboard are used for every 100 numbers.

Index to the files.—As has already been indicated, the card index described under "Recording and indexing" is also the index to the files. It is from this card index, arranged alphabetically, that one determines the file number of any communication.

Consultation of files.—The bureau being small and the card files being consulted by comparatively few persons, it has not been found necessary to place any evidence in the files of documents which have been removed. The files are seldom consulted without the knowledge of the file clerk, who usually makes a note of the document withdrawn on the index or record card. The filing of communications comprises about 35 per cent of the whole time of the file

clerk, whose salary is $1,600 a year, which would make a net cost of $560 per annum.

Filing of reports.—A separate file is kept of the reports of the United States attorneys throughout the country. These reports are sent in on printed forms, provided for that purpose, which are 14 by 8½ inches. Form No. 1, which is sent in at the beginning of a suit, has columns specially provided for the following items: Number, title, when commenced, amount claimed, form, and cause of action.

The other two reports are monthly reports made on similar forms. One is for civil suits (except internal revenue) and provides the following information: Docket number, title and nature of cause, date of entry, and entry.

The other monthly report is for fines (not including internal-revenue cases) which have been entered. Special columns provide for the following items: Docket number, title of cause and statute involved, date of entry, and entry.

These are filed chronologically according to States and within the State according to the district. Two drawers are kept for the current files and six drawers for the back files.

Miscellaneous.—For the convenience of the office an opinion register is kept in a bound volume of 500 pages. These opinions are indexed and recorded in chronological order as they are handed down by the solicitor. Inasmuch as these opinions are not printed and bound until the close of the fiscal year, reference is occasionally had to this memorandum register, which is kept for the current opinions.

12. ORGANIZATION AND METHODS OF OFFICE OF SOLICITOR, DEPARTMENT OF COMMERCE AND LABOR.

General.

The Solicitor of the Department of Commerce and Labor is the chief law officer of that department. He is the legal adviser for the Secretary of Commerce and Labor and chiefs of the various bureaus of that department. His duties are to prepare and examine all contracts and bonds entered into or required by the department and render such legal services in connection with matters arising in the administrative work of the Department of Commerce and Labor as may be required of him by the Attorney General. The volume of correspondence received annually in this office aggregates 6,500 communications. This correspondence might be grouped into four classes of divisions:

A. Legal opinions, requests for	400
B. Contracts, etc.:	
1. Contracts	400
2. Leases	100
3. Bonds, alien	400
4. Bonds, contract	140
5. Bonds, official	40
6. Insurance policies	20
C. Claims, compensation	3,000
D. Miscellaneous matters	2,000

Work related to handling of incoming correspondence.

It is estimated that 85 per cent of the incoming correspondence is received indirectly by this office, this portion of the mail having been previously opened in the office of the chief clerk, Department of Commerce and Labor. The remainder—that portion which comes direct—is received in this office by the

messenger (Mr. Faire), who opens same. This messenger also receives the mail which comes indirectly.

The messenger stamps practically all the mail with the date on which received. This date is placed on the face of the communication, except in the case of contracts, bonds, etc., in which case it is stamped on the back. The following is an illustration of the stamp used:

Office of the Solicitor
of the
9 AM Dept. of Commerce and Labor.
RECEIVED
Feb. 27, 1911.
Department of Justice.

The time entry placed in the blank space provided by the stamp is made by the messenger. This is to determine responsibility of the office for any delay which may be incurred.

It is estimated that the opening and receiving of incoming correspondence consumes about 5 per cent of the whole time of the messenger. His annual salary is $840 per annum, which would make a net cost of $42 per annum for this feature of the work.

Briefing.—The incoming mail pertaining to this office is transmitted by the messenger to Mr. Collins, the file clerk, for briefing.[1] The file clerk prepares several records all of which will be considered under the heading "Briefing." Special forms are used for this purpose. These consist of—1, solicitor's memorandum; 2, record sheet; 3, daily record sheet.

Solicitor's memorandum: The solicitor's memorandum is made on blue slip 5¼ by 8 inches. This brief is made in order that the chief clerk may determine at a glance the character of the correspondence and assign it to the proper person for action. At the top of the form appears the name of the blank, as follows:

Solicitor's Memorandum

DEPARTMENT OF COMMERCE AND LABOR

Washington.

Then follow blank lines providing for the following: Number, subject, request of, for, received (hour and date), referred to, date referred, disposition, verbal opinion, written opinion, approved as submitted, and returned for correction.

The brief appearing under "subject" usually consists of a statement from 15 to 25 words in length.

This slip is attached to and accompanies the correspondence through the office. The second and third divisions of the correspondence in this office, consisting of compensation claims, contracts, licenses, leases, bonds, insurance policies, etc., are not briefed on this slip. This class of correspondence, which is usually drawn up on forms especially provided for that purpose, is almost self-explanatory, and as they are invariably referred to the same persons and segregated from other office work the blue slip is quite unnecessary.

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[1] The file clerk indicated that correspondence of unusual importance is sometimes referred directly to the chief clerk or solicitor.

Record sheet: Communications are briefed on "record sheets" in order to enable the file clerk to make the proper entries on the index cards (hereinafter considered under "recording and indexing"). The form used for this purpose is a white sheet 8 by 10¼ inches. The name of the department and office appears at the top in the center. A blank space in the upper left-hand corner is provided for the insertion of the case (file) number. Columns are provided for the following data: Date received, subject number, name, subject, and action.

Under the "subject" column is typewritten a brief but complete abstract of the correspondence, said brief usually consisting of from 20 to 35 words. This record is made from the original correspondence itself, and is retained by the file clerk until the correspondence is acted upon. After action has been taken copies of the outgoing correspondence is returned with the incoming correspondence, the action taken is noted by the file clerk in the column for that purpose, and the record sheet is filed (as hereinafter described under "filing of correspondence"). It should be noted that the primary purpose of this record is to enable the file clerk to prepare the index cards that constitute the indexes to the files. These index cards are, of course, made up before the record sheet is filed.

The record sheet is not prepared for two classes of mail, namely, (1) claims for injuries sustained by United States employees under the compensation act, and (2) alien bonds. As hereinafter shown, the card indexes for these two classes of correspondence, which are filed separate from the general correspondence of the office, indicate not only the file number and the subject of the correspondence (which is the character of the record of the index for the general files), but also the subsequent action in the disposition of the case. For this reason the purpose of the record sheets is served by the index cards.

3. Daily record sheet: Communications are briefed on Form No. 3, "Daily record sheet," to furnish the head of the office complete information in regard to cases on hand. The form used for this purpose is 8 by 10½ inches in size, white in color, with special rulings. Columns provide for the insertion of the following information: Number, description of work referred to, and date completed.

As is obvious, only the first three items are filled out by the file clerk. He retains the sheets on hand until action has been taken, at which time he indicates same in the column provided for that purpose. The current sheets are retained in his desk until such action is taken, at which time they are filed in a loose-leaf bill file. The file clerk, Mr. Collins, makes up the foregoing records, which have been considered under "briefing," spending 20 per cent of his whole time on such work. The net cost, therefore, of this item is $320 per annum.

Recording and indexing (incoming correspondence).

Under the head "briefing" we have discussed the methods followed in the preparation of the solicitor's memorandum (blue slip), the record sheet, and the daily record sheets, together with the purpose of each. Closely allied to this work, which, for the sake of clearness in this report, we have styled "briefing," is what we shall term "recording and indexing." Recording and indexing of incoming correspondence consists in the preparation of records on the index cards. We have indicated that in relation to the files the correspondence classifies itself into four divisions, to wit:

1. Legal opinions, requests for.
2. Contracts, etc.
3. Claims, compensation.
4. Miscellaneous correspondence.

The nature of the recording varies slightly for these different classes. The recording and indexing, however, as we use the term here, is done on small white cards, 3 by 5 inches in size. For retaining in the file cabinet, a notch is punched in the bottom of the card. The recording is also similar to the extent that for the various classes the following information appears on the card: File subject, year, file number, and subject matter of the letter.

In the case of recording and indexing of alien bonds and compensation claims, the record is made from the original correspondence. As has been noted, for these two classes of correspondence the record sheet (which is the basis of the recording and indexing of the other classes) is not prepared. At the time the correspondence is received by the file clerk, he makes the typewritten record, which, in the case of alien bonds, consists of the name of the alien, his country or nationality, and the year (in capital leters on a continuous line at the top), the file number (the letter B indicating bond files), hospital treatment for disease, amount of bond, and the date (lower case letters on continuous line). The record of compensation claims is similar. On the first line, in capital letters, is shown the name, the place of work or service (War, Navy, etc.) and date. On the next line is shown the file number (the letter C, referring to compensation files), character of employment, and place, salary, nature of accident, receipt of claim in this office. The foregoing indicates the nature and extent of the initial record made by the file clerk for each of these classes. For his own convenience he places these cards in temporary files on his desk. Here the cards are held up until definite action by the office has been taken and the case finally disposed of. When the correspondence is returned (as all correspondence is) he indicates on this card the nature of the action taken by the office. For instance, if the office prepares a memorandum opinion for the Bureau of Labor, as is often the case with compensation claims, a notation is made on the card, i. e. memo. and date, and again, when the correspondence is returned to the office for the approval or disapproval of the claim, further notation is made, i. e., "R. B." and date, etc. It is not until the case is finally disposed of that the card (compensation or bond) is filed. The processes of recording and indexing of these two classes of mail furnishes not only an index and brief of the incoming correspondence, but also subsequent action taken thereon, so that there is presented a complete history of the case.

With reference to the miscellaneous correspondence, requests for legal opinion, etc., the recording and indexing differs from the foregoing in two essential details. In the first place the record is not made up from the original correspondence, but, as already indicated, from the record sheet which is prepared therefrom. In the second place on the index card is not shown the subsequent action taken with reference to the correspondence. The latter cards are filed in the index, which might be called the "general files index." In other words, it is the index to files which contains all of the correspondence incoming and outgoing, save that which falls either in the bond files or the compensation claim files. This index, the general index, is kept by names and subjects fully indexed. The arrangement is alphabetical. Inasmuch as these files serve not only as a reference to the correspondence but also as an index to the several files, they will be further considered under "filing of correspondence."

It is estimated that in the neighborhood of 5,000 cards are used annually for recording and indexing correspondence. All of this work is done by Mr. Collins, the file clerk (who, by the way, is a competent typewriter). He estimates that 20 per cent of his whole time is consumed on this work, making a net cost of $320 per annum.

Distribution.—From the file clerk the incoming correspondence is delivered by the messenger to the Assistant Solicitor, Mr. Quigley; in some cases to the Solicitor, Mr. Earl, who divides it into the following classes for convenience and distribution among the clerks:

1. Questions arising out of the administration of the immigration and naturalization laws.
2. Chinese exclusion laws.
3. Contracts, bonds, etc. (for approval or disapproval).
4. Compensation claims of injured employees of the Government.
5. Navigation and steamboat inspection laws.
6. Miscellaneous questions arising in the different bureaus of the Department of Commerce and Labor, such as appointments, supplies, etc.

The Assistant Solicitor indicates in the column provided for that purpose on the Solicitor's memorandum the initials of the clerk to whom it is assigned for action. A red tag is placed on it if it requires immediate attention.

The chief clerk stated that the time of himself or the Solicitor employed in this work of classifying and distributing is negligible, that about 5 per cent of the messenger's time is so consumed, making the expense therefor about $42 per annum.

Work related to outgoing correspondence.

Preparation.—It is estimated that in the neighborhood of 5,000 communications are prepared annually in this division. It is estimated that 20 per cent of this number are typewritten letters, about 15 per cent consist of indorsements, 6 per cent of acknowledgments, and the balance action taken on the great variety of legal questions presented to the division. The communications prepared in this office (outside of mere acknowledgments) are either of an advisory nature for the use of the head of the Department of Commerce and Labor or replies prepared for his signature. The incoming correspondence, as already noted, is assigned to the clerk who is engaged on the particular class of work to which the question raised relates. If the action which he takes is in the form of a typewritten letter, it is submitted to him by the stenographer preparing same and by him it is referred (bearing his initials and the initials of the person typewriting it) to the Solicitor or chief clerk who signs or initials it as the case may require. This procedure is followed except in the case of communications intended for the signature of the Secretary of Commerce and Labor, in which case they are initialed only by the head of the office. All communications except those prepared for the signature of the Secretary are signed by the Solicitor or the chief clerk. It is estimated that 90 per cent bear autograph signature.

Preparation of carbon copies.—In the preparation of the correspondence four carbon copies are made of opinions; two carbons of letters prepared for the signature of the Secretary or Assistant Secretary, and one carbon of the "approval" or "disapproval" of the compensation claims. In the case of opinions, one copy is retained in the general file, one copy is referred to the division or bureau requesting the opinion, one copy is referred to the solicitor for his private file, and the fourth copy is retained by the clerk preparing the opinion In the case of communications prepared for the signature of the Secretary and Assistant Secretary, both copies are held by the office and retained in the general file, except in the case of lighthouse matters, in which case one copy is sent to that bureau. The carbon copy of the action taken in the compensation claims is filed in the compensation files.

Carbon copies are not ordinarily made for the miscellaneous outgoing correspondence. It will be noted that for this miscellaneous correspondence two

press copies are made, one of which is retained in a bound press copy book and the other, a loose-leaf copy, goes to the general files.

For alien bonds no carbon is made. In addition to the record of its receipt and the action taken (which is shown on the index card before described) there is filed in the general file the office memorandum indicating the exact action which has been taken.

Inasmuch as the preparation of the foregoing classes of correspondence relates to or is substantive work of the office, the head of this division felt unable to submit an estimate of the time consumed on such work distinct from the time involved in research, and charged 100 per cent of the time of the whole office force against this work, except in the case of the file clerk and messenger. The statement furnished is as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Charles Earl (solicitor)	$5,000	100	$5,000
E. T. Quigley (assistant solicitor)	2,250	100	2,250
E. R. Magie	1,800	100	1,800
F. G. Wixson	1,800	100	1,800
H. B. Collins	1,600	40	640
C. I. Simms	1,600	100	1,600
J. J. Byrne	1,400	100	1,400
J. C. Brooke	1,400	100	1,400
R. I. Egan	1,400	100	1,400
D. P. J. McKenna	1,200	100	1,200
B. J. Maloney	1,200	100	1,200
W. H. Skinner	1,200	100	1,200
B. W. Faire	840	5	42
Total			20,932

Briefing (outgoing correspondence).

Copies of the correspondence, after final disposition and dispatch, are sent to the file clerk, who, in the case of the correspondence which has not originated in the office (and very little does), indicates on the record sheets opposite the brief of the incoming correspondence the action which has been taken thereon. This record sheet is now ready for filing in the general files. It has a case number (the determination of which will be discussed under filing), and it is filed in front of all the papers given that case number. Each entry on the record sheets contains a brief of the incoming correspondence, its date, to whom referred, and the action taken, as indicated by the outgoing communication. If subsequent correspondence is had upon that case or subject, this record sheet will be removed from the files, and the subsequent correspondence, incoming and outgoing, will be recorded on this sheet, as hereinbefore shown. In other words, at any time these record sheets will furnish a complete chronological history of the action taken on a certain subject. On the daily record sheets he also indicates the clerk or officer to whom the incoming correspondence were referred, the date action of it was completed, and, in a word, (opinion, memorandum, letters, etc.), the action taken. If the subject matter of the outgoing correspondence originates in the office, it is briefed on the record sheets, the character of the brief being the same as for incoming correspondence.

The cost of briefing outgoing correspondence is included in the figures with reference to incoming correspondence. In the "disposition" column of the

daily record and blue slip, a notation is made showing the character of the outgoing correspondence in reply to the incoming. This notation consists of a word or two indicating the nature of the correspondence (such as letter, opinion, etc.), together with the date. Of course, no such briefs or records are made in the case of alien bonds or compensation claims.

Recording and indexing.—For the outgoing correspondence of a miscellaneous character (the carbons of which are placed in the general correspondence files) no record is made on the index cards.

Press copying.—All typewritten communications, except letters for the signature of the Secretary of Commerce and Labor, are press copied. The printed forms used for the formal approval and disapproval of compensation claims which are filled in by the typewriter, the indorsements on contracts, bonds, etc., are not press copied. Press copying is done in bound volumes of 500 pages each. It is estimated that about five books are used annually. Each book is indexed on the front, alphabetically. In addition to the press copy made in the bound volume, a second copy is made on a loose leaf, which goes into the general files. In case of opinions, a third copy on loose leaf is made for the files of the department. It is estimated that the work of press copying consumes about 10 per cent of the whole time of the messenger (Mr. Faire), which would make an annual net cost therefor of $84.

Filing.

It is estimated that in the neighborhood of 6,500 communications are filed annually. Globe-Wernicke vertical letter cabinets are used for general correspondence and Globe-Wernicke card indexes, No. 35, with lock drawers, for index cards.

As indicated, there are three distinct files, the files for the compensation claims of injured employees, alien bond files, and the general correspondence files. In the last mentioned is filed everything which does not fall under the first two heads.

Compensation files.—Four forms, each 8 by 4½ inches, are used for the action taken in re claims of injured employees for compensation under the act of May 30, 1908. One is for approval (cream), another for continuance of compensation (brown), another for denial for further compensation (blue), another for disapproval (white). As indicated, the carbon copies are made of the respective action taken on the claim, and this copy of the outgoing correspondence is herein filed. These papers are filed according to the number assigned by the file clerk. The number is continuous, each claim being arbitrarily assigned the next number after the one last used.

Alien bond files.—In these files are placed in numerical order, according to the number assigned by the file clerk, the office memorandum of the action taken on the case. These are bound in tens in the file.

Surety files.—In the room across the hall from the file room is kept the surety files. These consist of the powers of attorney for sureties issued by the surety companies with which the office deals. Two Globe-Wernicke legal-cap filing cabinets are used for this purpose. The arrangement is primarily by geographical location; secondly, by the companies under which the various sureties are filed in alphabetical order.

Card index to surety files.—On small cards 3 by 5 inches, containing the names of surety companies and their agents, etc., is recorded information similar to that contained upon the powers of attorney themselves. These cards are filed according to States; alphabetically, according to the names of the agents. In another drawer is filed index cards showing authorities which have been revoked. These are arranged alphabetically. The two card indexes enable the office to determine at any time the outstanding authorities.

General correspondence files.—The incoming correspondence of miscellaneous character, together with the carbon or press copies (loose leaf) is filed here. The correspondence is locked in jackets, blue in color, the papers being fastened by two small wire staples. These jackets are then placed in a vertical one-half cut folder, on the projection of which is indicated the file number. The folder is made of press board After notation has been made on the record sheets of the action taken, all communications intended to be permanently lodged in the general correspondence files of this office are placed in these jackets in chronological order under proper file numbers and placed in the folder in the cabinet for the subject number.

Each subject concerning which correspondence is had has a general subject or file number. This is assigned arbitrarily, the numbering being continuous. According to the present practice under each such subject, serial numbers are assigned. For instance, Ellis Island Immigration Station would take the case or subject number 4294. All of the correspondence relating to Ellis Island Immigration Station would be given this subject number and would be filed under this number in the folder in the files cabinet. Under this subject, however, serial numbers 1, 2, 3, etc., would be used for the individual communications and replies thereto under this general subject. In the front of the folder would be filed the record sheet, already described, which would contain a history of all the incoming and outgoing correspondence relating to this subject, namely, Ellis Island Immigration Station.

It will be noted that neither the general nor special files are self-indexing. To determine the file number which is the basis of the filing reference must be had to the files indexes. The indexes for the several files are similar. Small cards, 3 by 5 inches, are used for this purpose. The nature of the record which appears on these cards has been described in detail under briefing, recording, and indexing. For compensation claims and bonds the cards are filed in alphabetical order according to the name of the claimant or the alien. In the general index a similar arrangement—that is, alphabetically—is observed, but a most elaborate system of indexing and cross indexing prevails. Each letter or communication will be indexed under the name of the individual concerned, the subject matter of the letter, the act of Congress under which the case arises (if that be material), etc. For instance, communication No. 3425–10, concerning a penalty imposed upon a vessel for a violation of section 9 of the immigration act of 1907, was indexed under the name of the alien, act of Congress, "diseased alien," "seamen," and "immigration" laws.

Special indexes to the general files.—The file clerk is now preparing a special index to the general files. On cards, the same as used for the other indexes, is being assembled all of the file or subject number of correspondence which deal with certain subjects. This is necessary for two reasons. In the first place the practice of so classifying correspondence that one file number will serve for all correspondence on a given subject has not prevailed for more than a year and the correspondence back of that date is somewhat scattered in the files. In the second place important action is often taken on a subject which is really collateral to the subjects under which the correspondence is indexed and filed. For instance, under the subject "moral turpitude" the file clerk has assembled seven numbers, indicating the several different places in the files in which correspondence on that subject is filed.

Special index to the general files for bonds, contracts, leases, etc.—This is the index to that portion of the correspondence classified as bonds, etc., which does not fall under compensation claims or alien bonds. This special index is arranged primarily according to bureaus and officers from which correspondence originates and under those headings alphabetically.

Consultation of files.—Any employee of the office has access to the files for the withdrawal of papers in the use and handling of any subject in which he may be engaged. He may go to the files in person or send for the papers by messenger. Theoretically, a charge slip is made out giving the name of the document, name of person withdrawing the same, and date of withdrawal, which is inserted in place of the absent file, removed and destroyed on return of the paper to the file. In practice, however, this rule is not observed.

Disposition of old files.—All the files are considered as permanent and nothing is ever withdrawn permanently or destroyed.

All of the filing is done by Mr. Collins, who estimates that 20 per cent of his time is occupied in this work. His annual salary is $1,600, which would make the net annual cost $320 per annum.

Dispatching.—Correspondence pertaining directly to the office (which is not referred to the Secretary or Assistant Secretary for signature) is placed in the envelope by the messenger and mailed in the chute on the eighth floor or is taken by him to destination. The remainder of the correspondence is placed on the desk of either the solicitor or the chief clerk and by them taken to the Secretary or Assistant Secretary, as the case may require.

13. ORGANIZATION AND METHODS OF BUREAU DEFENDING SUITS IN THE COURT OF CLAIMS AND DISTRICT AND CIRCUIT COURTS.[1]

General statement pertaining to organization and duties:

This bureau is charged with the defense of suits instituted against the Government of the United States in the Court of Claims and in the various United States district and circuit courts under the act of Congress, March 3, 1883, commonly termed the "Bowman Act," and the act of Congress, March 3, 1887, known as the "Tucker Act." The business handled by this bureau is essentially legal in character. Cases in the Court of Claims are classified as follows:

1. General jurisdiction cases, or those which are commenced in the Court of Claims, where the cause of action against the Government has arisen within six years prior to the filing of the petition, and in which the court is authorized to render and enter judgment.

2. General jurisdiction cases, wherein Congress passes a special act conferring jurisdiction on the Court of Claims to hear, determine, and render judgments in matters between the Indians and United States, and between various citizens and the Government where claimants have not the right to bring the action under the general statutes.

3. Departmental cases, or those referred to the Court of Claims by heads of the various executive departments of the Government.

4. Congressional cases, or those claims referred by Congress or any committee of either House of Congress to the court for investigation and report to Congress.

The bureau is under the charge of an Assistant Attorney General, who directs and supervises 17 attorneys who are engaged in the preparation of the Government's defense in the various cases, and a corps of clerks, messengers, etc.

Work relating to incoming correspondence.

The volume of the bureau's correspondence aggregates 7,000 communications annually. The character of the correspondence is similar to that of any large law office. It might be classified as follows:

(*a*) Reports of various departments upon pending cases	3,200
(*b*) Communications with reference to pending cases	2,600
(*c*) Miscellaneous correspondence	200

[1] The Court of Claims branch, Department of Justice, is located at Nos. 6–8 Jackson Place.

About 75 per cent of the mail in this bureau is received direct by Mr. Davidson, and opened by Mrs. Kidwell. The remainder of the mail is received from the Mail and Files Division, where it is opened by Mr. Haney.

If inclosures are found not properly protected, they are connected by clips, rubber bands, or other feasible means.

Mrs. Kidwell (annual salary of $1,800) opens, considers, and distributes all incoming mail, spending 7 per cent of her whole time on such work, the net cost amounting to $126 per annum.

Distribution.—At the time the correspondence is initially handled by Mrs. Kidwell the mail is classified for purpose of distribution, as follows:

(*a*) That which goes direct to attorneys having charge of specific cases to which communications relate.

(*b*) That which goes to the file room for docketing prior to filing in court or being transmitted to attorneys.

(*c*) Miscellaneous correspondence.

In case the letter or communication does not disclose for whom it is intended, the name of the person to whom it is to be delivered is noted in pencil. The chief messenger of the bureau distributes all incoming correspondence, spending about 5 per cent of his whole time on such work, the net cost thereof being $42 per annum.

Briefing.—For a portion of the communications which are received in the bureau briefs are made. These are the communications which are to be filed in the Court of Claims with record of respective cases, or which are to be kept with official and confidential files of the attorney having charge of the defense. This brief is in the form of an indorsement of about 20 words. For this purpose a stamp is used which is filled in by pen. The following is an illustration of the stamp used:

COURT OF CLAIMS.

No. ____.

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v.

UNITED STATES.

The brief shows the number and name of case; if an executive department report, the name of department; if a letter, the subject of letter and date. The purpose of the brief is solely for convenience in filing.

The names and salaries of persons engaged in briefing incoming correspondence, the estimated portion of his whole time consumed by each person in such work, and the cost thereof are as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Wright, T. H	$1,600	5	$80
Wright, J. R	1,200	5	60
Bollinger, Arthur	1,000	5	50
Total net cost			190

Recording and indexing.—After the communications (letters or reports) are briefed as above described they are recorded in the docket before being transferred to the various attorneys in charge of the cases to which they relate. Such a docket record is kept of all incoming correspondence which relates to a specific case. These dockets are bound volumes, 12 by 16 inches, containing 500 pages each. The record therein contained is similar to the court record of a pending case. The purpose is to furnish a duplicate record of the proceedings in each case.

Similar (but separate) dockets are maintained for the "general jurisdiction" and "congressional" cases. The former is called the "general jurisdiction" docket, the latter the "congressional" docket. The cases are entered in numerical order, the numbering being continuous from 1 up. The "general jurisdiction" cases are over 30,000 in number, and the "congressional" cases over 15,000. The following special designations are provided for on each page of the docket: Name of the attorney having charge of the case, number, when filed, name of claimant, amount, nature of claim, claimant's attorney, and proceedings.

Under "proceedings" entry is made of the abstract of proceedings in each case; that is, the steps that are taken not only in the prosecution but in the defense of the case.

Other than the above there is no specific index of incoming correspondence. The dockets, however, contain not only a record of all papers filed in court, but also communications relating thereto. These dockets are indexed. Separate card indexes are also kept for the "general jurisdiction" and "congressional" cases which have been instituted in the Court of Claims. These indexes refer to the dockets in which records thereof, as above described, can be found.

Separate card-index records are maintained for the "general jurisdiction" and "congressional" cases. The "congressional" cases are recorded on a thin white 3 by 5 card, specially ruled, containing the following designations:

No. 14194. Congressional.
Vol. 28.
Name. Abott, Chas. H.

The items underlined are the entries which appeared on an exhibit furnished this office. On the card is inserted such additional data, by way of cross-reference, etc., as might be valuable. These cards are arranged in alphabetical order, according to the name of the claimant, in "Macey" card cabinets, 3 sections, containing 18 drawers.

The "general jurisdiction" card index is similar to the above. A different style of card, 6½ by 3½ inches, is used. The following illustrates the rulings and designations, together with the entries (which are underlined), on an exhibit furnished this office:

Akin, Martha. Deceased.
M. W. Woodard. Administrator.

No. *31470.* Vol. *40.*

The cards for this index are prepared as soon as the case has been recorded on the docket; the cards are then returned to the file room and filed by the file clerk. The making up of these cards does not consume any considerable portion of the time of the clerk who has charge of this work; possibly three or four hours a week.

The names and salaries of persons engaged in recording and indexing incoming correspondence and the estimated portion of each consumed in such work and the cost thereof are as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Wright, T. H	$1,600	7	$112
Wright, J. R	1,200	7	84
Bollinger, Arthur	1,000	7	70
Total net cost			[1] 266

[1] These figures refer only to the indexing and recording of the reports and letters and not to the numerous entries which furnish a complete record of litigation of suits against the Government.

Work related to outgoing correspondence.

Preparation of.—It is estimated that in the neighborhood of 7,000 communications are prepared annually in this bureau. It is estimated that 40 per cent thereof are typewritten; the balance is on printed forms.

The distribution of the mail among the 17 assistants (attorneys) and the Assistant Attorney General himself is on the basis of the cases assigned to each attorney. The preparation of general correspondence is incidental to the preparation of the defense of cases assigned. All letters (printed forms excepted) are dictated to stenographers. The typewritten letter is returned to the person who dictated same for his approval, who later submits it to the Assistant Attorney General in charge of this bureau for signature. Letters are initialed in typewriting by the stenographer and with pen by the person who dictated same. Letters emanating from this bureau are signed by John Q. Thompson, Assistant Attorney General; 85 per cent thereof bear his autograph signature, the balance being stamped.

Inasmuch as the preparation of this correspondence is incidental to the preparation of the cases, the Assistant Attorney General felt unable to furnish any classification of salary expense based upon the apportionment of time consumed in this work. Each of the assistant attorneys prepares correspondence relating to his cases. In addition to a fourth-class clerk who acts in the capacity of private secretary to the Assistant Attorney General and prepares certain miscellaneous correspondence and a third-class clerk (stenographer) who, in addition to certain clerical work, performs stenographic service upon call, there are three first-class clerks (at $1,200) and two clerks (at $1,000) who are employed in taking dictation from the various assistant attorneys in writing out briefs and correspondence. This furnishes an approximation of the aggregate cost of stenographic service required in the preparation of correspondence.

Preparation of carbon copies.—In addition to the press copying hereinafter described, a carbon copy is made of all typewritten letters. When the number of carbon copies warrant (about 600) they are bound chronologically in book form, including the index. This index is made up of loose sheets of index paper. The entries which make up the index are arranged alphabetically according to the name of the addressee. The index contains the following information: Date, addressee, subject, page. This index is prepared from day to day by Miss Herron (clerk, class 3). It is estimated that the time spent in the preparation of it is insignificant—not over 2 per cent.

Recording, indexing, and press copying.—All outgoing letters originating in this office pertaining to cases recorded in the index, already described, under the specific case referred to in the communication. This entry consists of the date of the communication, the person addressed, and the subject. No further entry is made on the card indexes, described under incoming correspondence, for the reason that these indexes are not records of the status or history of the cases. Originals of all typewritten letters are press copied in a bound book by the chief messenger of the bureau, Mr. Davidson. The arrangement, of course, is chronological. Each press-copy book is indexed alphabetically according to the name of the addressee, such indexes containing the date, addressee, and page of the press-copy book on which the communication appears. It should be noted that if the communication press copied relates to cases of which the bureau has charge, as practically all the correspondence does, further notation of same is made (from the press-copy book) in the docket.

The names and salaries of persons engaged in recording, indexing, and press copying, the estimated portion of the time of each, and the cost thereof are as follows:

Name.	Annual salary.	Portion of whole time engaged upon work.	Net cost.
		Per cent.	
Wright, J. R	$1,200	2	$24
Bollinger, A	1,000	2	20
Davidson, A. M	840	2	16
Total net cost			[1] 60

[1] This does not include the expense of the numerous entries made by the file clerk in the docket showing the history of the litigation.

Filing of correspondence.

A separate room in the basement floor is used for the filing of incoming and outgoing correspondence of this bureau. It should be noted that the incoming and outgoing correspondence are not filed together. In other words, replies are not filed with the incoming letters to which they pertain. Separate files are maintained for the incoming correspondence and for the printed matter (petitions, evidence, briefs, etc.) relating to the various cases.

Letters and papers which do not relate to pending cases are filed in alphabetical order in "Protection" letter-file boxes. These boxes come self-indexed.

Letters and papers relating to specific cases (which are recorded in the docket) are placed in the document file.

Separate document files, 4¼ by 9½, are maintained for the incoming correspondence relating to specific cases. These are arranged in alphabetical order according to the name of the complainant.

The reports, etc., from field or special attorneys who are sent out to take testimony and prosecute investigations and inquiries do not lend themselves to this arrangement. A separate file is kept for these reports, which are filed in numerical order according to the number of the case.

The above correspondence, which is folded in jacket form, is filed flat and vertically.

Each complainant is required to send a copy of the original petition (which is filed in the Court of Claims) to this office at the time the case is instituted. These, together with copies of subsequent pleadings, are filed in numerical

order, separate files being maintained for "general jurisdiction" and "Congressional" cases. These documents are filed flat and vertically in folding filing boxes 6 by 10 inches in dimension.

Printed matter such as briefs, evidence, etc., are filed in similar boxes in alphabetical order according to the name of the complainant. One hundred and twenty file boxes are used for the pending cases.

Files may be considered as divided into current and storage files. About 800 file boxes are employed for this work. The storage files arranged on shelves which are outside of the file room proper are easily accessible for reference.

Files may be withdrawn only by persons employed in this bureau. Receipt therefor is temporarily substituted.

Handling of French spoliation cases (bureau defending suits in the Court of Claims).

The French spoliation cases are assigned to one at the attorneys (J. W. Trainer), who has charge of the docket, indexes, and files relating thereto. These cases arose in the Court of Claims under the French spoliation act of January 20, 1885. Many of the cases are still pending.

A docket is maintained of these cases. This is similar to the ordinary court docket. It contains a complete history of each case from the time of its inception to its final determination. Eleven bound volumes containing 500 pages each are used for this docket. For each case is shown: Docket number, when filed, name of claimant, amount, claimant's attorney, and proceedings. Under "proceedings" are shown all the steps taken in the case.

The incoming correspondence is very light. Most of the cases under the charge of this attorney are handled through interviews and conferences with resident attorneys. There is no recording, briefing, or indexing of the correspondence which is received in or emanates from this office.

Card index of findings.—A card index of findings is kept on these white cards 5 by 6 inches in dimensions. On each card is shown: Name of the claimant (whose case has been passed upon), vessel on which the claim arose, amount allotted under claim, and date of appropriation for settlement of judgment.

The cards are arranged alphabetically, according to the name of the claimant.

Preparation of correspondence.—The little correspondence that is prepared is written out in longhand by the assistant attorney in charge of this work, sent down to one of the typewriters of the bureau, who copies same. Two carbon copies are made of each communication, one of which is retained in the files of the bureau, the other being filed in the files of this office.

Filing correspondence.—The printed matter in the case, pleadings, briefs, etc., are placed in jackets 4 by 16 inches in dimensions. On these jackets are shown: Name of claimant, name of vessel and master, date of filing petition, and number of case. These are filed on shelves used for this purpose in numerical order, according to the docket number of the case.

The miscellaneous correspondence is filed in "protection" self-indexing letter files, one of which is used for the correspondence received, the other for the carbon copy of the outgoing communication.

Defense of suits in United States district and circuit courts.

In addition to the defense of suits against the Government in the Court of Claims, thtis office is charged with the defense of suits under the second section of the Tucker Act (act of Congress, Mar. 33, 1887), in United States district and circuit courts; evidence is collected by this office from the various departments and forwarded to the respective United States district attorneys in the districts where the cases are pending, with such instructions and suggestions as may be pertinent to the Government's defense. An assistant attorney (P. M.

Cox) is in charge of the collection of this evidence. In his office are kept dockets of the suits instituted under the concurrent jurisdiction of the foregoing act and the files relating thereto.

The incoming correspondence is very light, not exceeding over 300 letters annually. Practically all of the correspondence comes through the Division of Mail and Files (main building of the Department of Justice), where it is briefed and recorded. This is due to the fact that the institution of suits under the Tucker Act requires service on the Attorney General of a copy of the petition and all pleadings in the case. When the correspondence reaches this bureau it is handled personally by the assistant attorney, who prepares answers thereto. After the correspondence is prepared and reviewed by the assistant attorney inditing same it is referred to the Assistant Attorney General for his signature. Three carbon copies are made of each outgoing communication, one for the files of this office as hereinafter described, one for the general file of the bureau, and the third is retained in the attorney's desk for such use as it may serve.

Recording and indexing.

Docket cases: In two large volumes is maintained docket records for the cases instituted in the circuit and district courts under the foregoing act. A separate docket is maintained for each court. This record is a complete history of each suit from the time of its inception to its final disposition or determination. This record consists of: District in which the case arises, number (assigned by the central file), date received, plaintiff's name, amount claimed, nature of suit, and date of filing pleadings.

In addition thereto all the pleadings; all correspondence with the executive departments; all instructions and directions to United States attorneys; interlocutory and final judgments, decrees and orders; certifications to Congress and correspondence with the Members or committees thereof, are recorder therein. In each volume are 500 pages, one page being devoted to each case. The cases in this docket are given a serial number; that is, the docket number (this number is not to be confused with the central file number). The numbering of docket cases is continuous from one up. This numbering; that is, the number assigned on the docket, is the basis of the filing of the papers and correspondence relating to the various cases as hereinafter described.

Filing.—The old-style folding document files are used in this office. All papers, communications, etc., incoming and copies of outgoing, are filed together according to the number assigned on the docket. The papers are folded in jacket form and filed vertically. Each file carries from 3 to 15 cases according to the volume of correspondence and reports relating thereto.

Handling and filing correspondence in offices of assistant attorneys.

It has been pointed out that a corps of 17 attorneys are engaged, under the direction of the Assistant Attorney General, in the defense of suits instituted in the Court of Claims. Each attorney is required to keep a docket record of all cases assigned to him.

The attorneys also maintain temporary files of all the papers in the various cases for which they are preparing the defense. Several copies are required of all printed matter filed in the Court of Claims. One copy thereof is kept in the personal files of the attorney who has charge of the respective cases.

The offices of the attorneys are equipped, for the most part, with vertical flat files. They are self-indexing, division being made for the congressional and general jurisdiction cases. Separate files are usually kept in the ordinary "protection" self-indexing letter files for general and special correspondence. An

additional copy of all outgoing correspondence is prepared in order that the attorney may retain a copy for his own file.

Practically all of the printed or manuscript matter retained in the files of the various attorneys is also filed in the central file for the bureau. This is accomplished with little additional expense save the time of the attorneys who personally care for files and card indexes pertaining to business in their charge.

For convenience, attorneys also keep card indexes of the cases assigned to them. On these indexes is shown the description or status of the cases being handled.

14. ORGANIZATION AND METHODS OF DIVISION OF INDIAN DEPREDATIONS.[1]

This division is in charge of the defense of suits against the United States on account of Indian depredations. These suits are instituted before the Court of Claims.

The administrative officer in charge of this division is an Assistant Attorney General. The employees of this bureau consist of one attorney, one clerk (stenographer, $1,400), and a messenger (at $840). The correspondence of this office is similar to that of a law office, the work of the office being of a legal character.

Work related to handling incoming correspondence.

The volume of incoming correspondence received annually in this division aggregates 500 communications.[2]

About 90 per cent of the correspondence is received direct. The remainder of the mail (about 10 per cent) is transmitted to this office from the chief clerk's office where it is recorded in the division of mail and files. The mail is received and opened by the Assistant Attorney General in charge.

Briefing.

The reports which are received from the special attorneys (who are sent to the different localities to meet claimants, or their attorneys, for the purpose of examining witnesses, etc.), are briefed. This brief consists of the following entries which are made on the back of the report: Docket number, name of the claimant, and subject of the letter.

Recording and indexing.

No records are kept of incoming correspondence.

Work related to outgoing correspondence.

It is estimated that the outgoing correspondence will not exceed 400 letters annually. This does not include the various pleadings or other papers filed in the cases which are prepared in this office. The latter will vary according to the number of cases pending before the Court of Claims. All of the letters are dictated to stenographers, most of them being prepared by the office attorney (Mr. Stormont); such communications are signed by the Assistant Attorney General in charge.

Preparation of carbon copies.—But one carbon copy is made of communications prepared in this office except where the letter is for the signature of the Attorney General, in which event an extra copy is made. One copy is for the files of this division as hereinafter described, the second, in the event mentioned, for the files of the Division of Mail and Files. The carbon copies are

[1] This bureau has its offices in the Bond Building, Fourteenth Street and New York Avenue, seventh floor.

[2] This includes reports and communications, such as letters.

bound in book form in chronological order for permanent record. A loose-leaf index of carbon copies is maintained from day to day. This index is alphabetically arranged according to the name of the addressee; it also contains the following information, i. e., date of letter and subject. At frequent intervals this index is bound with the carbon copies in book form as above mentioned and serves as a permanent index for the carbon copies. If the letter is addressed to a person holding office it is cross indexed under the person's title. The stenographer (clerk at $1,400) does all the stenographic work in connection with the preparation of outgoing correspondence and makes the index for the carbon copies. He estimates that 15 per cent of his time is consumed in this work, which would make a net annual cost of $194 therefor. He also estimates that the time spent in writing briefs and other papers to be filed in the Court of Claims consumes about 75 per cent of his time, which would make a net annual cost of $900 for this work.[1]

Press copying.—By reason of a suggestion of the President's Commission on Economy and Efficiency, press copying has been abandoned.

Filing of correspondence.

Miscellaneous or general correspondence files.—The general correspondence which does not have reference to a pending case is filed in the "Macey" flat letter files. These files are self-indexing, the arrangement being alphabtical. No card index is maintained for these files. Separate drawers in the cabinet are maintained for the miscellaneous correspondence and that which comes from the field attorneys. One drawer is maintained for the special correspondence (other than reports) from each of the field attorneys.

It should be noted that the foregoing files contain only the incoming correspondence. As hereinbefore indicated, the carbon copies of outgoing correspondence are bound separately in volumes for permanent record. No segregation is made of these files on the basis of current or old business. When the files get full, the correspondence is taken out and placed in large envelopes, on the faces of which are indicated the period covered by the correspondence. These are stored away and never referred to.

Jacket files.—Copies of all the pleadings filed in the case, reports relating thereto from the field attorneys, and miscellaneous correspondence directly pertaining thereto, are filed in the jacket files, 10 by 5 inches. On the face of such jackets are the following designations:

INDIAN DEPREDATIONS.
Case No. _____
_____
_____
vs.
U. S.
Petition filed _____
Amount claimed $_____

These files are arranged in numerical order, according to the docket number, which is continuous; a separate docket is maintained in the Court of Claims for cases with the defense of which this office is charged. The number assigned by the Court of Claims determines the number of the jacket.

Testimony files.—Long document files are employed for the filing of the evidence or testimony (printed) in the cases. The filing thereof is numerical, according to the docket number of the case.

[1] At the present time a temporary stenographer is employed at $75 per month. The services of this clerk will be required for but a month or two.

Briefs.—Briefs (printed) in the various cases are filed in a similar manner (that is, numerical, according to the docket number), on shelves used for this purpose.

Dispatching.—The dispatching of the mail is done by the office messenger, except where the outgoing communications demand the signature of the Attorney General, in which case the messenger delivers it to the office of the chief clerk.

COMMISSION TO INVESTIGATE TITLES OF THE UNITED STATES TO LANDS IN THE DISTRICT OF COLUMBIA.[1]

This commission is charged with the investigation of the title of the United States to lands in the District of Columbia; a special assistant to the Attorney General is the secretary and chief administrative officer thereof. A stenographer assists him in the preparation of data. The incoming and outgoing correspondence of this office is very light, the volume thereof not exceeding 200 communications annually. Of course this does not include the papers, documents, reports, etc., prepared in this office in the various cases which are being investigated. There is no recording, indexing, or briefing of incoming or outgoing correspondence.

Preparation of outgoing correspondence.

Outgoing correspondence in the form of letters or other similar communications are dictated by the secretary to a clerk; two carbon copies are made for each communication, one of which goes to the Division of Mail and Files for permanent disposition there, the other being retained in the files of this office.

Letters of a miscellaneous nature, reports of various kinds, minutes of meetings, etc., are filed in a Yawman & Erbe flat filing cabinet containing four drawers. Three of these drawers are classified or indexed subjectively; that is, according to subjects to which the correspondence relates and is filed; the fourth drawer is for general miscellaneous correspondence which does not fall within subject classification and is filed according to the name of the addressee.

All of this material is now current, but upon the completion of any case all the papers relating thereto will be arranged in chronological order and identified with the department's file index by a list of the department's numbers contained therein, and removed from the current file to a permanent-record file, which will follow the order of and refer to the permanent card index of squares and lots. This arrangement will be made in order that there will be mutual references between the permanent card index and the permanent vertical file of papers relating to the lands involved. On completion of any item of the permanent vertical file, a list of the department's file numbers involved will be furnished the file room of the department, with the suggestion that an appropriate notation of the permanent file subject shall be placed on the department's index slips bearing these numbers.

Card index of lots.

In explanation of the foregoing statement relative to the final filing scheme for the papers relating to these investigations, it should be noted that a card index is made of all the lots included in the squares laid out in the original city of Washington. These cards are filed by squares in numerical order. The division of lands between the United States and the original proprietors is the

[1] The office of this commission is located in the Bond Building, Fourteenth Street and New York Avenue.

first notation appearing thereon. From an examination of the records of the District of Columbia, conveyance of lots belonging to the United States were ascertained, which conveyance was noted on the card. The completion of this work found that the title of the United States under the original trust deeds had been extinguished in the cases of the greater proportion of the lands involved. The cards for all the lots, the titles of which had not been so determined, were separated from the other index cards (which now serves as a permanent record file) and made a separate file for further investigation and action.

The foregoing comment relative to this index does not concern the handling and filing of correspondence. Its only value is to indicate the method under which it is contemplated to file the correspondence relating to the correspondence, records, etc., pertaining to the investigations prosecuted.

Filing of maps.

Four long drawers are used for the filing of maps relating to the squares being investigated.

Press copying.

Press copying is not done in this division. The correspondence of the office (except miscellaneous letters which are written to district officials) is signed by the Attorney General. These communications are referred to the office of the chief of the department for this purpose; here the letters are press copied and dispatched.

METHODS OF KEEPING EFFICIENCY RECORDS OF EMPLOYEES IN THE NATIONAL BANK REDEMPTION AGENCY OF THE DEPARTMENT OF THE TREASURY.

REPORT TO THE PRESIDENT ON METHODS OF KEEPING EFFICIENCY RECORDS OF EMPLOYEES IN THE NATIONAL BANK REDEMPTION AGENCY OF THE TREASURY.

WASHINGTON, *December 11, 1912.*

The PRESIDENT: The Commission on Economy and Efficiency has the honor to transmit herewith the report of a joint committee of the Department of the Treasury and of this commission, appointed to inquire into the methods of keeping efficiency records of employees in the National Bank Redemption Agency.

INTRODUCTORY NOTE.

A study of efficiency of organization and personnel in Government involves the making of two classes of inquiries:

(1) Inquiries which relate to the question of provisions made for cooperation in obtaining group results—that is, the question of the adaptation of the organization to the work to be done.

(2) Inquiries into the conditions affecting the efficiency of the individual employee.

A report of the commission on the organization of the Government was sent to Congress by the President January 17, 1912.[1] This was followed by an analysis of cost based on the correlation of organization to activities.[2] Both of these reports belong to the first class above mentioned; they covered the full scope of the organization provided for doing work and the work done by each organization unit.

The study of conditions which make for efficiency and inefficiency in individual employees in the service is so complex a problem that it could not well be covered satisfactorily except as it was gone into piecemeal. The commission therefore adopted the policy of inquiring into one aspect of the question at a time. Its report, with recommendations, on the subject of political appointments was made December 15, 1911, and was transmitted to Congress by the President, with his approval, on April 4, 1912.[3] On April 18 the commission submitted its report, with recommendations, on the "Retirement from the Classified Service of Superannuated Employees."[4] This was

[1] Published in two volumes as H. Doc. 458, 62d Cong., 2d sess.
[2] Published in one volume as H. Doc. 854, 62d Cong., 2d sess.
[3] Methods of appointment. Printed as H. Doc. 670, 62d Cong., 2d sess.
[4] Printed as H. Doc. 732, 62d Cong., 2d sess.

sent to Congress by the President, with his approval, May 6. Since that time three inquiries have been prosecuted to a conclusion. One of these inquiries has been made by the commission directly; two others have been prosecuted cooperatively with the representatives of departments. The report submitted herewith is one of the cooperative results.

This report represents the views of the committee which was appointed by Secretary MacVeagh and by this commission.[1] The conclusions set forth therein were reached after a careful study of the records kept in the office as well as of the elements of efficient workmanship in each of the processes which combined make up the activities of the office. The constructive recommendations are also based on a careful inquiry into what may be accepted as a fair day's work. In other words, it was conceived that if the records recommended are to serve as a basis for judgment the data entered thereon must be collected on the assumption that efficiency or meritorious performance means the accomplishment of a standard quantity and quality of work within a given time; that the workman who does not come up to this is relatively inefficient, while the one that does come up to it or surpasses it is relatively efficient.

The significance of this inquiry may be generally understood when it is stated that every record which the Commission on Economy and Efficiency has found in use in the departments of the Government, for the purpose of measuring individual efficiency, is based on negative instead of positive factors. To explain: Positive ratings are given for such qualities as "attendance," "punctuality," "attention to duty," "dispatch," "thoroughness," "neatness of work," "judgment," "resourcefulness," "disposition and tact"—factors which must be assumed to be present in an efficient workman. If these qualities are not present, then the only manner in which their absence should operate would be to reduce the positive rating which is established for quantity of work performed. In the records referred to "quantity" of standard results, the real test of efficiency, is only one factor out of perhaps ten. In nearly every record which has been found in use in offices of the Government, the employee may do absolutely nothing and yet get a good rating for efficiency, simply because he has been constantly in "attendance," has been "prompt," has been "polite," and has had the appearance of industry and good conduct.

This work was undertaken before the enactment of the law of August 23, 1912, which makes the Civil Service Commission respon-

[1] The representatives of the Department of the Treasury were: Mr. E. A. Gongwer, Auditor for the Treasury Department; Miss Lydia S. Shoemaker, of the Bureau of Engraving and Printing; and Mr. R. S. Tower, office of the Auditor for the Post Office Department. The representative of the Commission on Economy and Efficiency was Mr. Herbert D. Brown.

sible for establishing efficiency records throughout the Government. For this reason it seemed in every way desirable to make available the results of inquiry in this office, conferences being had, however, from time to time with representatives of the Civil Service Commission. In the opinion of the commission, this is the most important piece of work that has ever been done which has to do with the subject of establishing records of individual efficiency, the purpose of which is to give to the employee an opportunity to make a record for himself instead of leaving him subject to conditions over which he can have no control and which may operate to put him at a disadvantage, whatever may be his ability to efficiently perform the work to which he may be assigned.

Respectfully submitted.

FREDERICK A. CLEVELAND,
WALTER W. WARWICK,
MERRITT O. CHANCE,
Commissioners.

METHODS OF KEEPING EFFICIENCY RECORDS OF EMPLOYEES IN THE NATIONAL BANK REDEMPTION AGENCY OF THE DEPARTMENT OF THE TREASURY.

TREASURY DEPARTMENT,
Washington, June 21, 1912.

Mr. E. A. GONGWER,
Auditor for the War Department.

SIR: You are hereby appointed as chairman of a committee to make an investigation of the methods of keeping efficiency records of employees in the National Bank Redemption Agency of the Office of the Treasurer of the United States.

It is my desire that this matter be gone into thoroughly, to ascertain whether the present methods are thoroughly fair and impartial, and also to ascertain wherein such methods can be improved.

Your associates on this committee will be Miss Lydia S. Shoemaker, of the Bureau of Engraving and Printing, and Mr. R. S. Tower, of the Office of the Auditor for the Post Office Department.

Respectfully,

FRANKLIN MACVEAGH, *Secretary.*

TREASURY DEPARTMENT,
Washington, August 23, 1912.

Dr. F. A. CLEVELAND,
Chairman, President's Commission on Economy and Efficiency.

MY DEAR SIR: I have the honor to request the appointment of Mr. Herbert D. Brown, of your commission, to serve on a joint committee to consider the efficiency methods in use in the National Bank Redemption Agency of the office of the Treasurer of the United States.

Respectfully, FRANKLIN MACVEAGH, *Secretary.*

THE WHITE HOUSE.
THE PRESIDENT'S COMMISSION ON ECONOMY AND EFFICIENCY.

Washington, August 26, 1912.

The honorable the SECRETARY OF THE TREASURY.

SIR: I have received your letter of the 23d instant, requesting the appointment of Mr. Herbert D. Brown to serve on a joint committee to consider the efficiency methods in use in the National Bank Redemption Agency of the office of the Treasurer of the United States.

In compliance with your request, the commission has directed Mr. Brown to serve on the joint committee, which it is understood will submit a joint report to your department and to this commission.

Very respectfully,

F. A. CLEVELAND,
Chairman.

REPORT.

The honorable Secretary of the Treasury, and
The President's Commission on Economy and Efficiency.

GENTLEMEN: In compliance with the letter of the Secretary of the Treasury, dated June 21, 1912, we have examined the methods of keeping efficiency records of employees in the National Bank Redemption Agency, with a view—

I. To ascertaining whether the present methods are thoroughly fair and impartial; and,

II. To ascertain wherein such methods can be improved.

On these questions we have the honor to report as follows:

I. An efficiency record was established in the National Bank Redemption Agency in 1892, which, with slight modifications, has been continued down to the present time. The system was one of the first devised for the public service in Washington, and, while it does provide for making a record of facts as a basis for judgment with respect to the relative efficiency of the employees instead of leaving the rating entirely and arbitrarily to the judgment of superior officers, it does not, in the opinion of your committee, insure fair and impartial results.

PROVISIONS OF PRESENT METHOD.

Briefly stated, the system is based on elements which are designated as "punctuality," "attendance," "accuracy," "industry," and "ability." The employee is rated on each of these elements on a basis of 100. These ratings are then weighted as shown in the following tabulation:

Elements.	Rating.	Relative weight.	Product of rating multiplied by weight.
Punctuality	100	3	300
Attendance	100	4	400
Accuracy	100	5	500
Industry	100	6	600
Ability	100	7	700
Total		25	2,500
General average			100

Punctuality.—A penalty for tardiness is applied, which increases in arithmetical progression during the calendar year, as follows: Deductions from the rating of 100 for punctuality are made as follows: For the first tardiness a deduction of 1 is made, for the second tardiness a deduction of 2 is made, for the third tardiness a deduction of 3 is made, and so on. The remainder of the rating of 100, after these deductions are made, is then multiplied by the weight of 3 given to punctuality, and the product is added to the other weighted ratings. The deductions from the monthly total of 2,500 points are therefore 3 points for the first tardiness, 6 points for the second tardiness, 9 points for the third tardiness, and so on during the calendar year. The monthly total of 2,500 points is thus decreased by the sum of the penalties incurred during that month.

Attendance.—For absence on account of sickness a penalty is applied which bears the relation to 100 that 1 day bears to the total number of days in the month, including Sundays and holidays. This penalty in a month of 30 days (Sundays being counted in all calculations of sick leave) therefore equals 3.33, which, multiplied by the weight of 4 given to attendance, makes a deduction for each day's extension of leave on account of sickness during a month of 30 days of 13.33 points from the monthly total of 2,500 points.

Accuracy.—Deductions for errors are as follows:

In counting deduct 2 points for 1 error; in first assorting deduct 1 point for 10 errors or less; in second assorting deduct 1 point for 20 errors or less; in third assorting deduct 1 point for 2 errors or less; in settling deduct 2 points for 1 error; in proving deduct 5 points for 1 error; in making up deduct 1 point for 1 error; in miscellaneous deduct 1 point for 1 error.

These deductions multiplied by the weight of 5 given to accuracy give the number of points deducted from the total of 2,500 points.

Industry.—The rating on "industry" is a rating on attention to duty. The marking is made on the basis of 100 and represents the chief of the bureau's estimate of the clerk's attention to duty. The rating multiplied by the weight of 6 given to industry makes the product to be added to the other weighted ratings.

Ability.—The standing of each clerk as to ability (quantity of work performed) is determined in competition once a year by the daily average number of notes handled during the month of January. Those clerks who have the highest and lowest daily average are given the ratings or standings shown in the following tabulation, and those whose daily averages are between the highest and the lowest are given proportionate ratings.

Class of work.	Lowest.	Highest.
Counters	80	89
Third assorters	80	89
Second assorters	75	84
First assorters	70	79
Provers (fit)	70	79
Provers (unfit)	70	79

The standing so obtained is multiplied by the weight of 7 given to "ability" and added to the other weighted ratings. This rating remains unchanged during the balance of the year.

CRITICISM OF PRESENT SYSTEM.

While there are many commendable features about the present method of rating the clerks in the National Bank Redemption Agency—and it is indeed one of the best that has come to the attention of your committee—yet on analysis it is found to be essentially unscientific and unfair. In justice to the present chief of the agency, it should be explained that the system was installed many years before he took charge of the office. As has been shown, the standing of a clerk in the office depends on the rating given her—the clerks under consideration are all women—in "punctuality," "attendance," "accuracy," "industry," and "ability," which are designated on the present record as "the elements of efficiency" and are variously weighted to show their relative importance. Your committee does not believe, in the first place, that "efficiency" can be rightly analyzed into these five elements, and it does not believe, in the second place, that were these five elements the indubitable component parts of efficiency they could, in the nature of things, be correctly weighted under any system and added up so as to represent a total of efficiency, inasmuch as all but one are negative elements and could not, therefore, be put on the same side of the account as the one positive element.

WORK PERFORMED IS MEASURE OF EFFICIENCY.

What is meant by the word "efficiency"? "Efficiency" is defined as "the quality of being efficient." "Efficient" is defined as "causing effects" or "producing results." The efficiency of an individual can be measured only by the effects caused by him, the results produced by him; i. e., the work performed by him. The work of the clerks in the National Bank Redemption Agency is to count and sort paper money. A clerk's efficiency in this office is measured, therefore, by the results which she produces in counting or sorting. If she is able to count or sort a large number of bills

quickly and without error, she is efficient; if not, she is inefficient. If she counts a larger number and makes fewer errors than another clerk in a given time, she is more efficient than that other clerk. Her work can be measured absolutely as to quantity and quality, and it follows that its value can also be shown relatively in comparison with that of all the others in the office if the work of the others has been rated in the same way. This showing of the results produced by each clerk, both absolutely and relatively, makes an efficiency record.

PURPOSE OF KEEPING EFFICIENCY RECORD.

Now, what is the purpose of such a record? Your committee believes that the one great purpose served in keeping such a record of the results which have been produced (i. e., the work which has been performed) by each individual employee of the office is to give a basis for the proper distribution of the appropriation allotted by Congress for the compensation of those employees. With the aid of a true efficiency record the head of an office can accomplish four things:

(1) He can distribute equitably the money appropriated by Congress among the clerks in proportion to the value of their services as nearly as the manner in which Congress has appropriated the money will permit.

(2) He can establish fair standards of compensation for each class of work and determine accurately what constitutes a fair amount of daily work in each class of labor.

(3) He can ascertain each clerk's relative efficiency in each class of work and will thus be enabled, as nearly as the work of the office will permit, to assign each clerk to the particular kind of employment to which she is best adapted.

(4) He can so make up his yearly estimates as to enable Congress to appropriate the money allotted to the office in such manner as will most nearly pay each clerk the full amount she earns.

The reason that the present system does not serve the purpose which a system of efficiency records should serve is because, in a record made up from ratings on the five so-called "elements of efficiency" variously weighted, the actual results produced by the clerk in quantity and quality of work are completely obscured by other data which may be interesting but which do not answer the one most important question: What proportion of the appropriation granted by Congress to this office has this clerk earned?

ONLY ONE POSITIVE ELEMENT OF EFFICIENCY.

The data in the present records which obscure the quantity and quality of work performed by the clerks are important in a negative

way, but can not rightly be considered as positive "elements of efficiency." Of the five so-called "elements of efficiency" on which the clerks are now rated, "ability," which means quantity of work performed, is the only positive element. The other elements, "punctuality," "attendance," "accuracy," and "industry," do not show anything positive in regard to the value of the work performed by the clerk. They show merely the debits that are to be charged against the credits given on "ability." The only function which markings on "punctuality," "attendance," "accuracy," and "industry" can properly perform in an efficiency record, which is essentially a record of results, is a negative one. The present system of keeping efficiency records in this office is, therefore, fundamentally unsound in that it gives credit for qualities for which no credit especially should be given, since all the credit to which those qualities are entitled should be counted in the credit given for "ability"; that is, for quantity of work performed. Standings in "punctuality," "attendance," "accuracy," and "industry" are reflected in the results and are therefore not to be credited separately. To do so means to count them twice, to give double credit. These elements are to be especially noted only when they are minus quantities. They are merely negative virtues, like a clean face or respectful speech. They should be expected of all, but noted only when not found. When there is a departure from perfection in any of these elements, the value of the results—that is, the quantity of the work performed—is affected by this departure. It is proper, therefore, to debit the account of the clerk with the amount of the loss which has been sustained by her departure from perfection in "punctuality," "attendance," or "accuracy."

NEGATIVE ELEMENTS OF EFFICIENCY.

Failure to recognize the principle of credits and debits is chiefly responsible for the unfair results found in the application of the present system. Your committee believes that the account should be kept with a credit and a debit side, the record as to "ability" or *quantity* of work being entered on the credit side and debited, when necessary, by records of failures in "punctuality," "attendance," and "accuracy." Account should be taken of only these four elements of efficiency. Your committee believes, as will be shown later, that the element of "industry" should be omitted from the record. Thus only can a scientific and equitable record be kept of the absolute and also of the relative value of each clerk's work.

UNFAIRNESS OF CONSIDERING ALL ELEMENTS OF EFFICIENCY AS CREDITS.

If there is any doubt as to the soundness of this division of the "elements of efficiency" into positive and negative elements, it is only necessary to consider the confusion and unfairness which has resulted from considering them all as positive elements and of entering them

on the record as credits. The most obvious result is that clerks of different capacities are put on the same or on nearly the same level. The fact that a credit of 13 points is given out of a possible total of 25 points to punctuality (3), attendance (4), and industry (6), puts those of small capacity on the same or nearly the same level with those of large capacity whenever the latter have been so unfortunate as to be ill and lose time from the office or when they have made an unfavorable impression on the chief of the office in the matter of "industry." Indeed, it is even possible, under the present system, for a clerk's output to be practically negligible in quantity and poor in quality, and that clerk, by reason of the weights assigned to the social virtues of punctuality, attendance, and attention to duty (designated as "industry") to have a very fair standing in the office. The result is that promotions in salary based on the efficiency records of this office are recognition of irreproachable conduct rather than of meritorious work. (Whatever fairness exists in the distribution of salaries in accordance with the value of the service performed is due to the good judgment of the chief of that office rather than to the scientific construction of the efficiency record.) In the opinion of your committee such an arrangement is not the proper basis for the distribution of the funds appropriated by Congress for compensation of those who do the work of this agency.

DISASTROUS RESULTS OF LIMITING RATINGS ON ABILITY.

This fundamental error of not recognizing the credit and debit sides of the efficiency account is the most serious error in the present system of keeping efficiency records, but there are other grave faults in the system. One is the arbitrary limitation of the ratings on ability. The element of "ability" (quantity), the one positive element in the account, is recognized as the most important of all the elements to be considered, in that it is weighted the most heavily, but the arbitrary limitation put on the ratings on ability destroys the effect of emphasizing this importance. The rule is that the clerks standing lowest in point of output in the January test are given a certain arbitrary rating in ability, and the clerks standing highest in the same test are given another arbitrary rating in ability, and all those standing between the lowest and the highest are given ratings between the two extremes. There is a difference of only 10 points between the minimum and the maximum ratings on all classes of work. The practical effect of thus arbitrarily limiting the ratings on ability is to put the incapable clerk on a level with the capable one. This will be more readily understood by examining the following form, used by the agency in making up the monthly efficiency record, in which we have entered certain combinations of ratings for purposes of illustration:

NATIONAL BANK REDEMPTION AGENCY.

Monthly efficiency record, calendar year 191–.

Elements of efficiency.	Weight.	January.		February.		March.	
		Standing.	Product.	Standing.	Product.	Standing.	Product.
Punctuality	3	100	300	100	300	100	300
Attendance	4	100	400	100	400	100	400
Accuracy	5	100	500	100	500	100	500
Industry	6	100	600	100	600	100	600
Ability	7	70	490	80	560	00	00
Total	25	.....	2,290	.....	2,360	.....	1,800
General average	.....	.....	91.60	.....	94.40	.....	72.00

Since the minimum rating for "ability" is fixed at 70 or 80, the general average of the clerk doing the smallest amount of work is 91.60 where the rating is 100 for "punctuality," "attendance," "accuracy," and "industry," and the rating on ability is 70, and it is 94.40 where the rating on "ability" is 80. The effect of the application of these arbitrary minimum ratings for ability is to make it impossible for a clerk who is punctual, regular in attendance, accurate on the work she does do, and industrious, however unproductive, to receive a general average which would ordinarily be considered a justification for demotion or dismissal; in fact, as shown in the third column of the foregoing illustrations, it would be impossible to show a general average below what is generally considered a passing mark, viz, 70, even if the clerk was given no rating at all for ability (or quantity of work done). A clerk receiving 0 for ability would thus be given a general average of 72, which is 2 points above what is generally considered a passing mark.

$$\frac{300+400+500+600+00}{25}=72.$$

The first effect of a minimum rating on "ability" is a loss to the Government since the thing for which the Government is supposed to be spending its money, namely, quantity of work, is subordinated to the less essential and negative elements of "punctuality," "attendance," "accuracy," and "industry." The second effect is injustice to the clerks who do the work. It may be added that a method which lays such undue emphasis upon minor considerations as to make them compensate entirely for lack of ability is discouraging to the ambitious.

"INDUSTRY" SHOULD NOT BE RATED.

With respect to the four other so-called "elements of efficiency" taken into account by the present system, three should, in the opinion of your committee, be transferred to the debit side of the account, and

the fourth, that is, "industry," should not be considered at all. It is not believed that the element of "industry" as understood in this connection is one that has a proper place in an efficiency record. The marking under this head is made by the chief of the agency, and is, in fact, a rating based on his opinion as to the extent to which the employee is to be disciplined for inattention to duty. It might more properly be called "deportment" than "industry." It is a mark on the mere appearance of the clerk's industry, not on the actuality of industry, since whether the clerk has really been industrious or not will appear in the rating on her ability. Her industry or her lack of it is shown by the output. To mark her especially on industry is a duplication of credits. If it is possible for her to appear busy all the time and yet her output be inconsiderable, then surely there is no merit in crediting her with anything for industry. The Government is not interested primarily in anyone's industry; it is only interested in a clerk's industry as it affects her output. Since the element of industry (which is, on analysis, merely recognition of an attempt to do the best one can) has no actual relation to the quantity or quality of the employee's work not expressed by the elements of ability and accuracy, it has no proper place in an efficiency record. And since this effort to do the best one can is something that can not be measured absolutely, as can "punctuality" and "attendance," an attempt to measure it is fraught with great danger of abuse. It is impossible for the most conscientious chief to discipline all clerks alike in this matter. His judgment may be entirely wrong in regard to the effort put forth by any clerk, but under the present system the weight given to this element of industry on which he is called to pass judgment is so large that his error may result in disciplining very unduly a clerk whose efficiency, as proved by her actual output, is high and who should be paid more nearly the value of her work; or it may, on the other hand, result in promoting a clerk whose efficiency is very low and who is already paid all she earns.

OFFICE DISCIPLINE NOT TO BE CONFUSED WITH MEASUREMENT OF EFFICIENCY.

It may be argued that, in eliminating the element of "industry" or deportment from the record, the chief of the agency is being deprived of a valuable aid to discipline. This argument we do not think sound, and we believe that means of discipline can be found without distorting the record of efficiency. The record as now kept is practically worthless because the measurement of service is confused with the question of office discipline. If an insubordinate clerk does a thousand dollars' worth of work in a year, the fact of her insubordination does not change the fact that her output has been worth a thousand dollars to the Government. The two problems of dealing

with her insubordination and of determining the value of the work she does are entirely distinct and should be dealth with separately. She can be disciplined by reprimand, by suspension, by dismissal, or by demotion, but if the discipline exercised takes the form of demotion or refusal of a promotion, that discipline should not be accomplished by distorting her record of work performed. It is in no way connected with the measure of the quality or the quantity of her work and has no place on an efficiency record. To put it there is to apply a false standard of measurement.

The objection to the use of a false standard in measuring the value of work is that it does not make clear where the clerk's weakness lies and why her record is unsatisfactory. By pronouncing her inefficient when she is really comparatively efficient, an injustice is done her, and at the same time the moral effect of the penalty inflicted because of her misconduct is lost, since she does not even realize that she is being disciplined. Neither the office nor the clerk gains by the discipline. If, on the other hand, the record shows that the clerk's work entitles her to promotion and the promotion is withheld because of misconduct, then the clerk will realize that she is being disciplined and will probably endeavor to amend her conduct so as to secure the compensation which the quantity and quality of her work places within her reach.

For these reasons your committee believes that the element of "industry" should not be taken into account in making an efficiency record. While we do not suspect that this element of industry in the system of the National Bank Redemption Agency has been used to unfairly advance or retard the progress of any clerk, yet it is apparent that it might easily be used by a prejudiced or unfair chief for that purpose.

WHEN NEGATIVE ELEMENTS OF EFFICIENCY SHOULD BE RATED.

The three remaining "elements of efficiency," i. e., "punctuality," "attendance," and "accuracy," should only be taken into account in making up a clerk's efficiency record when that clerk's record in those respects is not perfect. The penalties attached to failure in punctuality seem to your committee reasonable and necessary to the proper conduct of the office, but those attached to failure in attendance and in accuracy are subject to some criticism.

PENALTIES FOR TARDINESS SUITABLE.

Punctuality on the part of the clerks is peculiarly necessary in this office. The penalty attached to tardiness is admirably adjusted, your committee believes, to the needs of the office. The fact that the

penalty increases in arithmetical progression during the calendar year is wholesome, and while it works no serious hardship on the person who is tardy a few times, it weighs heavily on those who are habitually late. Since it applies alike to all, and there can be no dispute as to when it is merited, there is no possible objection to its application but, on the contrary, every reason why it should be imposed. When imposed, it should be set down on the debit side of the clerk's efficiency record to be counted against her in reckoning the value of her services.

PENALTIES FOR FAILURE IN ATTENDANCE TOO SEVERE.

The penalties attached to failure in attendance seem to your committee too severe. While there is no doubt that the privilege of sick leave is sometimes abused, a clerk's failure to be present at the office is generally due to physical inability to attend to her duties. The practice of the Treasury Department is to grant clerks 10 days' sick leave during the year on proper certificate of a reputable physician, and an extension of that allowance to 30 days on the approval of the Secretary of the Treasury. At the end of the 10 days the clerk's compensation ceases, unless the Secretary grants additional time. In any event, the clerk's pay stops at the end of 30 days. Therefore, the most that the Government can lose through anyone taking sick leave is one month's pay in any year, and 20 days of this can only be lost when, in the judgment of the Secretary of the Treasury, the clerk's record justifies the loss. The real loss to the Government for sick leave is, in the last analysis, the value of the work which the clerk would have performed had she not been absent—and this only while she continues to draw her pay. While, under the present arrangement, the clerk may be absent a month and actually lose no part of her salary, yet the penalty for taking sick leave is so severe that a short absence on account of illness in any month will so reduce her general average standing as to place her far below other clerks whose services are much less valuable. The present method of calculating the rating on attendance is as follows:

Multiply the number of days in the month in which the leave is taken by 100, and from the product subtract 100 for each day of leave. The remainder divided by the number of days in the month gives the standing for attendance.

The standing thus obtained when multiplied by the weight of 4 is added to the products of the other elements. The result of this system of penalizing the taking of leave on account of illness may be illustrated by the following case: Clerk G is a prover of

unfit notes at a salary of $800 a year. The following tabulation is a copy of her efficiency record for the month of January, 1912:

Elements of efficiency.	Weight.	January.	
		Standing.	Product.
Punctuality	3	100.00	300.00
Attendance	4	70.96	283.84
Accuracy	5	95.00	475.00
Industry	6	100.00	600.00
Ability	7	79.00	553.00
Total	25	.....	2,211.84
General average	.....	.....	88.47

It will be observed that on all of the elements of efficiency except attendance this clerk received the highest rating that can be given under the present system. The highest rating given for accuracy, even when the record is perfect, is 95. For provers the highest rating is 95 for accuracy and 79 for ability. During the month of January she was absent nine days on account of illness. Her standing for attendance, calculated according to the rules given above, was 70.96, which pulled down her general average to only 88.47. The effect of that rating can be seen in the following tabulation of all the clerks in that class of work, arranged according to their general average, for the month of January:

Name.	General average.	Average notes per day.	Annual value.
D	92.84	6,273	$941
EU	92.44	5,733	860
DH	92.36	5,715	857
BI	92.28	5,515	827
CC	92.28	5,340	801
EK	92.00	5,057	759
BH	92.00	4,995	749
DQ	92.00	4,723	708
DU	92.00	4,835	725
DR	91.76	5,603	840
EG	91.28	4,647	697
DK	90.96	4,877	732
EL	90.80	3,339	501
EP	90.60	1,993	299
BS	90.24	3,644	547
G	88.47	7,160	(1)

[1] See text following.

It will be observed that while Clerk G surpassed all others in point of quantity of work performed during the month and had a perfect record in all respects save for the nine days' absence, her general average is considerably below all others. She is even two places below the clerk whose daily average was the lowest in the class, only 1,993 notes, as against her 7,160 notes. The latter's daily average was indeed only 27.8 per cent of Clerk G's. In the last column of the foregoing tabulation is given the annual value (in dollars) of the work performed by the various clerks, calculated on the basis that the average day's work of the office for this month is worth $800 a year. On this basis the annual value of the work of this clerk, if no time were lost on account of illness, would be $1,074, or $133 a year more than the next most efficient clerk; or if it be assumed that her absence record for the month of January is her average for the entire year and that from this annual value of $1,074 should be deducted the value of the work of nine days a month for 12 months, then the net annual worth of her work is $644.

$$\frac{\$1,074}{270} = \$3.98 = \text{value of work per day.} \quad \$3.98 \times 9 \times 12 = \$430.$$

$$\$1,074 - \$430 = \$644.$$

On this severe basis of rating she should stand thirteenth on the list instead of sixteenth. In calculating the annual value of the work of the other clerks no account was taken of their sick leave. If this were taken into account she would probably stand near the head of the list.

If we consider this case on a basis of actual monthly output, the unfairness of the present system is even more apparent. Let us compare the results of the work of the clerks who have the largest and smallest daily averages for the month of January. The daily average number of notes handled by Clerk G was 7,160. The daily average of Clerk EP was 1,993, or only 27.8 per cent as great as Clerk G. On this basis Clerk G in 17 days (25—(9—1 Sunday)=17) would actually handle 121,720 notes, while Clerk EP in 25 days would handle only 49,825 notes. The total output for the month of Clerk G would therefore, despite her handicap of absence during eight working days, be 144.3 per cent greater than the output of Clerk EP.

After such study of the effect of the penalties imposed for failures in attendance, it seems to your committee that to attach a penalty for absence greater than the value of the service rendered if present gives a wholly false result and is unjust to the clerk.

PENALTIES FOR ERRORS SUITABLE, WITH ONE EXCEPTION.

The penalties attached to failure in accuracy seem to your committee suitable, with one exception. The general scheme of penalties has been in force for a long time. Modifications in the penalties have been made at different times until now, so far as your committee can ascertain, they are satisfactory to the clerks and to the office. The arrangement is now almost in the nature of a trade agreement with the clerks. The system provides for a scale of penalties for errors ranging from 25 points out of 2,500 points for 1 error in proving down to 0.25 of a point out of 2,500 points for an error in second assorting (see pages 762, 782). Notwithstanding this provision, however, no clerk is given a rating for accuracy above 95 even though she makes no errors—probably on the theory that no one's work is perfect, the record notwithstanding. This is, in the opinion of your committee, not just or necessary. A clerk whose errors aggregate penalties of 25 points or less out of a total of 2,500 points is given the same rating as a clerk whose record is perfect. Thus a second assorter making 100 errors during the month would be rated the same for accuracy as a clerk making no mistakes whatever. This practice has a tendency to place all clerks in a level, regardless of their accuracy, and to defeat the purpose of an efficiency record, namely, to disclose the value of the clerk's services. It seems, therefore, to your committee that full credit should be given for work that is without error, especially as errors in the work of this office can be determined absolutely, and are in no way matters of opinion.

PRESENT SYSTEM NOT FAIR AND IMPARTIAL.

In view of all the foregoing your committee is forced to conclude that the present method of rating the efficiency of the clerks of the National Bank Redemption Agency is not fair and impartial. The general effect of the method is to reward mediocrity beyond its deserts and to put the most capable clerks on a level with the least capable. It gives a chance, too, for the exercise of favoritism on the part of the head of the office, a condition that, as a matter of principle, should never be permitted, even though the probability of its abuse is admittedly remote.

HOW PRESENT METHODS SHOULD BE CHANGED.

II. In compliance with the second request of the Secretary's letter of June 21, your committee has undertaken to ascertain wherein the present method of rating the efficiency of the clerks of the National Bank Redemption Agency may be improved, and now submits the following:

EXACT VALUE OF EACH CLERK'S SERVICES CAN BE RATED IN TERMS OF MONEY.

As has been shown in the foregoing pages, the true purpose of an efficiency record is not served by the present system. It is impossible from the record, as now kept, to tell how much of the work of the office is done proportionately by each clerk and to determine the true value of her services. Your committee finds, however, that the work of the counters, sorters, and provers, which is exclusively that of counting and sorting national-bank notes sent in for redemption, is peculiarly susceptible of rating. The efficiency of these clerks can be expressed not only in relative but in absolute terms as well. While ordinarily it is possible to accomplish little more by an efficiency rating than to establish an order of relative standing for the clerks, in this office it is possible, by careful measurement of each clerk's output, to go a step further and to express in terms of money the absolute value of the work performed by each clerk. This your committee has done.

STANDARD ON WHICH RATING IN TERMS OF MONEY IS BASED.

In order to express in terms of money the value of each clerk's services it was necessary to adopt certain standards in regard to the following:

(1) What constitutes a fair day's work in each class of employment (*a*) in notes handled and (*b*) in straps made;

(2) What constitutes a fair wage for each class of employment;

(3) What credit, if any, should be given for the increasing skill in the detection of counterfeit notes that comes with increased length of service;

(4) What penalties should be applied for errors in the various classes of work;

(5) What penalties should be applied for tardiness; and

(6) What penalties should be applied for extension of leave on account of sickness.

(1) STANDARD FOR A DAY'S WORK.

In the following tabulation is given the number of notes that should constitute a day's work by clerks engaged on the different classes of work:

IN HANDLING NOTES.

	Notes.
Counters	17,500
First assorters:	
V's	10,000
X's	11,000
All other denominations	10,500

Second assorters:	
All denominations—	
New England section	10,000
Middle section	7,500
All other sections	8,500
Third assorters:	
One denomination—	
Groups 2 and 4	8,000
Group 99	9,000
All other groups	7,000
More than one denomination—	
All groups	6,000
Provers:	
Fit notes	5,625
Unfit notes	11,770
Odd notes	11,770

In adopting these standards for a day's work we have been guided largely by the advice and experience of the chief of the agency, but such verification as we have been able to make leads us to believe that it requires substantially the same amount of labor to handle the number of notes set opposite any one of the respective classes of work. If, however, a greater or less amount of labor is required to handle the number of notes in one class than in another, that fact will be disclosed in the work record from month to month which we have prepared, as will hereafter be explained, and the standards can be changed accordingly.

In making straps.—While the principal work of the clerks under consideration is that of counting, sorting, and proving national-bank notes, your committee found that an important part of the time of the sorters is consumed in making up the notes into bundles after they have been sorted. This work consists of three operations: (1) Evening up the edges of the pile of notes, (2) binding the notes together by means of a paper strip called a "strap," and (3) noting on the strap the essential facts concerning the contents of the bundle. The amount of time required to even up the edges of a bundle of notes depends upon the condition of the notes. More time is required to even up a pile of limp, ragged, and badly soiled notes than to even up a pile of clean, crisp ones. The length of time consumed in binding the notes together depends upon the manner in which the strap is attached to the notes. Bundles of notes in even hundreds are bound together by placing the strap tightly around the center of the bundle and securing the strap by means of a pin. Odd notes are bound together by placing the strap over the end of the notes and securing it with a pin. The latter method requires

considerably less time than the former. The time consumed in making endorsements on the strap depends on the amount of descriptive matter that must be noted on the strap.

Your committee found that the number of straps handled by different clerks varies so greatly on the different assortments, and also on the same assortment from day to day, that any method of valuing the work of the sorters which did not give credit for the number of straps handled would necessarily be inaccurate. Your committee accordingly made a time study of the operation of strapping the bundles of notes, covering the time consumed from the completion of the sort of one bundle to the starting of the sort of the next (which included the three operations of evening the edges of the notes, attaching the strap, and making the notation on the strap), and found that the difference in time required to even up the edges of the notes of different denominations and notes from different sections of the country was not sufficient to require any consideration, but that the time consumed in attaching the strap to the notes and in making the endorsement varies considerably as between the first, second, and third sorters. Your committee found that the average time consumed in strapping a bundle of notes on the various sorts was as follows:

	Seconds.
First assortment	22.5
Second assortment	22.3
Third assortment	15.8

Your committee also found from an actual count of straps made for a period of four days that the average number of straps made per day on the different assortments was as follows:

	Straps.
First assortment	108
Second assortment	119
Third assortment	163

(2) STANDARD FOR WAGE FOR EACH CLASS OF EMPLOYMENT.

In the following tabulation is given the annual compensation that, under present appropriations, may fairly be given for the various classes of work described above:

Counters	$1,000
First assorters	800
Second assorters	900
Third assorters	1,000
Provers (fit)	800
Provers (unfit)	800
Provers (odds)	900

(3) STANDARD FOR RECOGNITION FOR SPECIAL SKILL.

We are informed by the chief of the agency that with increasing experience clerks become more expert in the detection of counterfeit notes. We believe that this special ability developed by years of service should be rewarded, and we have accordingly provided for a bonus of 0.5 per cent of whatever salary the clerk earns for each year of service up to a maximum of 10 per cent for 20 years of service or more.

(4) STANDARD FOR PENALTIES FOR ERRORS.

We have adopted, without modification, the penalties now in force in the agency for errors in the various classes of work, as described on page 762 of this report. We reject the theory, however, that absolute accuracy is impossible and propose that full credit shall be given where work is found to be without error.

(5) STANDARD FOR PENALTIES FOR TARDINESS.

We have also adopted, without modification, the penalties now in force for tardiness. We have done so because under these penalties the record for punctuality for the office as a whole is excellent, and because we are not informed that any serious complaint has been made of their severity.

(6) STANDARD FOR PENALTY FOR ILLNESS.

In the penalty for extension of leave on account for sickness we can not concur, for the reason that the penalty now imposed is so severe as to hopelessly destroy the record of a clerk who might be so unfortunate as to be absent but a few days on account of illness. Since the purpose of an efficiency record is to measure as accurately as possible the value of the clerk's services, it follows that the amount that should be deducted for extension of leave is the value of the service she would have rendered if she had been present, and this only while her pay continues. We accordingly recommend that the penalty for extension of leave on account of illness be fixed on this basis, and since a working year consists of 270 days, we recommend that while the clerk's pay continues that the annual value of her work, as expressed on her efficiency record, be decreased by $\frac{1}{270}$ for each working day absent.

Forms recommended for keeping of records.—Having adopted these standards for a day's work, compensation, and penalties for errors, we have modified the forms now used by the agency for

recording daily the quantity of work done by the clerks in such a way as to have them present facts at the end of each month that will readily enable the office to express in terms of money the value of the services rendered by each clerk. These forms are given and explained in Appendix A. From them a monthly record can be prepared which will show the following totals:

(1) The total number of notes handled by each clerk of each class during the month;

(2) The total number of hours and minutes employed by each clerk during the month on each class of work; and

(3) The total number of straps made by each clerk on each class of work.

These monthly totals should be carried forward at the close of each month to Form F following:

(Form F.)

NATIONAL BANK REDEMPTION AGENCY.

Record of work done.

Name.....

Class of work[1]..... Group or section.....

191—. Month.	Days employed.	Number of notes.		Time.				Number of straps.		Number of errors.				
				Hours.		Minutes.					S.	MU.	P.	M.
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total brot. forward...	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Grand total.	(a)	(b)		(c)		(d)		(e)		.....	.....	.....	.....	.....

Total number of hours employed (c)+$\frac{(d)}{60}$.....(f).....

Total number of 6-hour days employed $\frac{(f)}{6}$.....(g).....*

Average number of notes handled per day present $\frac{(b)}{(a)}$.....(h).....

Average number of notes handled per 6-hour day $\frac{(b)}{(g)}$.....(i).....*

Average number of straps per 6-hour day $\frac{(e)}{(g)}$.....(j).....*

Average number of hours employed per day $\frac{(f)}{(a)}$.....(k).....

[1] Use separate form for each of the classes, groups, and sections shown on the efficiency record.

This form, when filled out completely, will show a record of the clerk's accomplishments during a full year as follows:

(1) The total number of days she was employed during the period (that is, the actual number of days present);

(2) The total number of notes handled by her;

(3) The total time, in hours and minutes, she was actually employed, and the total number of six-hour days she was employed;

(4) The total number of straps made by her; and,

(5) The total number of errors of each kind made by her.

From these totals the following daily averages may be deduced in regard to the clerk's work:

(1) The average number of notes handled by her during each day she was present (calculated by dividing the total number of notes that she handled by the actual number of days she was present);

(2) The average number of notes handled by her during each six-hour day (calculated by dividing the total number of notes handled by the number of six-hour days she was employed);

(3) The average number of straps made by her each day (calculated by dividing the total number of straps which she made by the number of six-hour days she was employed; and,

(4) The average number of hours she was actually employed each day.

Your committee believes it highly important that the semiannual ratings should be based on the work performed during the whole period rather than on the record made during a single month of the year, as is done at present. Furthermore, your committee believes that the daily average should be computed on the basis of the number of hours employed, six hours constituting a full day, rather than as is now the case on the basis of the days present, without reference to the number of hours employed. The clerks of the National Bank Redemption Agency are in the office about seven hours or a little less, and are engaged in counting and sorting on the average about six hours a day, the remaining hour being consumed in receiving the money from the tellers and returning it to them. Your committee finds that under the present system a strong tendency exists among the clerks to spread over the entire day whatever amount of work may be given them, so that it is difficult to determine with accuracy the capacity of any particular clerk. It is proposed, therefore, that the clerk should be charged only with the time the notes are in her possession, and that her daily average should be determined by dividing the total number of notes handled by her during a given period by the number of six-hour days she has been employed during that period. The number of six-hour days she was employed would be

calculated by dividing the total number of hours she was actually employed by six. The average number of notes handled each day would be calculated by dividing the total number of notes handled during any period by the number of six-hour days so calculated. The daily average number of notes so calculated will be the number of notes that will be required to occupy the clerk for six hours each day. If her average daily task consumed more or less than six hours each day that fact will be disclosed by item (k) of Form F given above. It is apparent that under the proposed plan a clerk's record will in no way be affected by the quantity of work given her, since she will be charged only with the time the notes are in her possession and her record for quantity will be based upon her rapidity rather than upon the average amount of work performed each day present. Your committee recommends this change in the method of rating on quantity in the belief that each clerk should be rated on her capacity, as that depends upon herself rather than upon the average number of notes handled by her each day, a circumstance which depends upon the amount of work given her, a matter over which she has no control.

For another reason it is very important that the records of work should be reduced to the form of daily averages. It makes convenient the calculation of the annual value of services rendered by clerks who are employed for various lengths of time. Adopting the two factors of daily average and annual salary as a basis for calculation, because they are the most easily understood, a coefficient may be derived from them which can be readily used in calculating the annual value of any clerk's services, whatever her daily average may be. This coefficient is obtained by dividing the annual salary which has been adopted as a standard by the daily average also adopted as a standard. Thus, if the average number of notes handled per day by the counters during a given period was 17,500 and this number is adopted as our standard of what a $1,000 clerk should do in a day, the value of counting one note per day per year can be obtained by dividing $1,000 by 17,500. Multiplying any clerk's daily average by this coefficient, we have the annual value of her services. Table A following shows how this calculation is made. Table B shows how the value of making one strap per day per year is calculated.

TABLE A.—*Showing method of calculating the value (in dollars) of counting or sorting 1 note per day per year (1 year = 270 working days of 6 hours each).*

Class of work.	Total working time per day. Hours.	Total working time per day. Mins. a×60	Time employed in making straps. (Table B, col. d).	Average time employed on work (in minutes) b−c).	Standard day's work.	Standard annual salary for standard day's work.	Value of time employed on work per day, $\frac{d}{b}\times f$	Value of 1 per day per year. $\frac{g}{e}$
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
Counters	6.00	.....	.....	.....	17,500	$1,000	$1,000.00	$0.0571
First assortment:								
V's	6.0	360.0	40.5	319.5	10,000	800	710.00	.0710
X's	6.0	360.0	40.5	319.5	11,000	800	710.00	.0645
All others	6.0	360.0	40.5	319.5	10,500	800	710.00	.0676
Second assortment:								
All denominations—								
New England section	6.0	360.0	44.2	315.8	10,000	900	789.50	.0789
Middle section	6.0	360.0	44.2	315.8	7,500	900	789.50	.1053
All others	6.0	360.0	44.2	315.8	8,500	900	789.50	.0929
Third assortment:								
One denomination—								
Groups 2 and 4	6.0	360.0	42.9	317.1	8,000	1,000	880.83	.1101
Group 99	6.0	360.0	42.9	317.1	9,000	1,000	880.83	.0979
All others	6.0	360.0	42.9	317.1	7,000	1,000	880.83	.1258
More than one denomination—								
All groups	6.0	360.0	42.9	317.1	6,000	1,000	880.83	.1468
Proving:								
Fit	6.0	360.0	.....	.....	5,625	800	800.00	.1422
Unfit	6.0	360.0	.....	.....	11,770	800	800.00	.0680
Odds	6.0	360.0	.....	.....	11,770	900	900.00	.0765

TABLE B.—*Showing method of calculating the value (in dollars) of making 1 strap per day per year (1 year=270 working days of 6 hours each).*

Class of work.	Time (in seconds) per strap.	Average number of straps per day.	Total time per day in making straps a×b. Seconds.	Total time per day in making straps a×b. Minute. $\frac{c}{60}$	Standard salary for standard day's work of class.	d×e.	Value of making (b) straps per day per year. $\frac{f}{360}$	Value of 1 strap per day per year. $\frac{g}{b}$
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
First assortment	22.5	108	2,430	40.5	$800	32,400	$90.00	0.8333
Second assortment	22.3	119	2,654	44.2	900	39,780	110.50	.9286
Third assortment	15.8	163	2,575	42.9	1,000	42,900	119.20	.7313

In connection with Form F must be considered Form G, which shows the number of errors from overs and shorts. This form is the one used in the office and will serve the purpose of the new record.

Errors other than overs and shorts are kept in memorandum form, which will also answer the purpose of the new record.

(Form G.)

OVERS.

Nature of error.	Case section or group.	Strap date.	Denomination.	Reported.			Amount.	
				On—	By—	Date.		

SHORTS.

Nature of error.	Case section or group.	Strap date.	Denomination.	Reported.			Amount.	
				On—	By—	Date.		

The penalties for errors under the old system have been retained, and the following table shows how they have been converted into money equivalents:

TABLE C.—*Showing method of calculating the value (in dollars) of 1 error in the various classes of work.*

Class of work.	Basis for penalty.	Penalty × weight.	Points.	Rates.	Rates.	Monthly salary.	Value of 1 error.
Counters	2 for 1=2	2 ×5=10	10 in 2,500=1 in	250	$\frac{1}{250}$ ×	$83.33=	$0.3333
First assortment	1 for 10= .1	.1×5= .5	.5 in 2,500=1 in	5,000	$\frac{1}{5000}$ ×	66.66=	.0133
Second assortment	1 for 20= .05	.05×5= .25	.25 in 2,500=1 in	10,000	$\frac{1}{10000}$ ×	75.00=	.0075
Third assortment	1 for 2= .5	.5×5= 2.5	2.5 in 2,500=1 in	1,000	$\frac{1}{1000}$ ×	83.33=	.0833
Proving	5 for 1=5	5 ×5=25	25 in 2,500=1 in	100	$\frac{1}{100}$ ×	66.66=	.6667
Settling	2 for 1=2	2 ×5=10	10 in 2,500=1 in	250	$\frac{1}{250}$ ×	66.66=	.2667
Making up	1 for 1=1	1 ×5= 5	5 in 2,500=1 in	500	$\frac{1}{500}$ ×	66.66=	.1333
Miscellaneous	1 for 1=1	1 ×5= 5	5 in 2,500=1 in	500	$\frac{1}{500}$ ×	66.66=	.1333

Form H will show the number of times the clerk has been tardy and the amount of leave she has taken on account of illness and the coefficient to be used in calculating the amount to be deducted for each from the annual value of her work. A separate sheet will be required for each clerk each year who is tardy or who takes sick leave. Form H follows:

(Form H.)

Record of tardiness and extension of leave on account of sickness.

Name..... Year, 19__

NOTE.—The coefficient opposite the last entry below multiplied by the amount of the "Total annual credits" on Form H will give the amount to be deducted on Form H for tardiness or extension of leave on account of sickness as the case may be.

Tardiness.		Extension of leave on account of sickness.	
Date.	Coefficient.	Date.	Coefficient.
.....	0.0001	.....	0.00370
.....	.0003	.....	.00741
.....	.0006	.....	.01111
.....	.0010	.....	.01481
.....	.0015	.....	.01852
.....	.0021	.....	.02222
.....	.0028	.....	.02593
.....	.0036	.....	.02963
.....	.0045	.....	.03333
.....	.0055	.....	.03704
.....	.0066	.....	.04074
.....	.0078	.....	.04444
.....	.0091	.....	.04815
.....	.0105	.....	.05185
.....	.0120	.....	.05556
.....	.0136	.....	.05926
.....	.0153	.....	.06296
.....	.0171	.....	.06667
.....	.0190	.....	.07037
.....	.0210	.....	.07407
.....	.0231	.....	.07778
.....	.0253	.....	.08148
.....	.0276	.....	.08519
.....	.0300	.....	.08889
.....	.0325	.....	.09259

Having thus accumulated all of the essential facts on which to rate each clerk on each class of work, it will only be necessary to carry forward from Forms F, G, and H to Form I, (1) the items indicated by an asterisk at the bottom of Form F; (2) the errors made by the clerk, as shown on Form G; and (3) the penalties for tardiness and leave computed, as shown on Form H.

With these facts entered in column (a) of Form I the annual value of the service rendered by each clerk will be readily ascertained by multiplying the entries in column (a) of Form I by the coefficient shown opposite in column (b), which represents the value of 1 transaction per day per year of 270 days. By summing the amounts thus entered in column (c) or column (e), as indicated on the form, the total gross value of the clerk's services will be shown. To this amount will be added 0.5 per cent for each completed year of service for the reason stated on page 777 of this report. The sum of these figures will give the total annual value of the clerk's services, from which must be deducted the penalties for errors, as shown in the form, as well as the penalties for tardiness and extension of leave on account of illness. The balance at the bottom of Form I shows for rating purposes the value of the clerk's work per year in terms of money. Appendix D, under separate cover,[1] contains a set of these forms for the entire office, showing the results for each clerk under the proposed system, based on work done during the month of May, 1912. In future the data shown on such records would be based on the work of the whole year. The debits shown on these forms are actual records of the entire year.

[1] Not shown in this report.

(Form I.)

Name _____ Date _____, 191__

Class of work.	Average number of notes and straps per 6-hour day for period.	Value of 1 per day per year (coefficient).	Value of work per year.	Days on each class of work.	Value of work times days on each class of work.
	(a)	(b)	(c)	(d)	(e)
Counting		×0.0571	$	×	=
First assortment:					
Notes—					
5's		× .0710		×	=
10's		× .0645		×	=
All others		× .0676		×	=
Straps—					
All sections		× .8333		×[1](.....)	=
Second assortment:					
Notes (all denominations)—					
New England		× .0789		×	=
Middle		× .1053		×	=
All others		× .0929		×	=
Straps—					
All sections		× .9286		×[1](.....)	=
Third assortment:					
Notes (one denomination)—					
Groups 2 and 4		× .1101		×	=
Group 99		× .0979		×	=
All others		× .1258		×	=
Notes (more than one denomination)—					
All groups		× .1468		×	=
Straps—					
All groups		× .7313		×[1](.....)	=
Proving (fit)		× .1422		×	=
Proving (unfit)		× .0680		×	=
Proving (odds)		× .0765		×	=
Total					

Total annual value. (Note: If employed on but one group or section of work—straps are not a group or section—enter the total of column (c); if employed on more than one group or section of work, enter the quotient obtained by dividing the total of column (e) by the total of column (d)) ..... $.....

Experience: Add 0.5 per cent of above total for each completed year of service prior to January 1 or July 1 for which this record is made (but not to exceed a maximum addition of 10 per cent) .....

Total annual credits ..... $.....

Deduct for errors:

In counting	×0.3333=	.....
In first assortment	× .0133=	.....
In second assortment	× .0075=	.....
In third assortment	× .0833=	.....
In settling	× .2667=	.....
In making up	× .1333=	.....
In proving	× .6667=	.....
In miscellaneous	× .1333=	.....

Deduct for tardiness: (Enter the amount derived from Form H) .....

Deduct for extension of leave: (Enter the amount derived from Form H) .....

Value of work per year ..... $.....

[1] Enter total number of days employed on all groups or sections within class, but do not include in the total of column (d).

THE READJUSTMENT OF COEFFICIENTS.

As stated, the coefficients shown in Form I accompanying this report are based on the experience of the agency and the record for the month of May with regard to the amount of daily work performed by the different classes of workers. It is probable that, under the proposed system, the work will be handled by the clerks somewhat more rapidly than under the present system, and therefore these coefficients should be adjusted from time to time. This readjustment will be readily accomplished by adding together the total number of notes for all of the clerks in a given class, as shown on Form F, and dividing that total by the total number of six-hour days, which will give the average number of notes per clerk per six-hour day for that class. By dividing the standard salary for the work by this average so obtained, a new coefficient will be derived that can be substituted for the coefficient given in Form I. In calculating the average number of notes per six-hour day, the records of clerks whose averages are extremely low should be omitted.

NEED OF READJUSTMENT OF SALARIES SHOWN BY NEW RATINGS.

We recommend the adoption of the system of efficiency records which we have prepared and described in the foregoing pages. A readjustment of salaries follows necessarily. Under this system of keeping the record the value of each clerk's services will be accurately measured in terms of money, so that each clerk may be given as nearly what she earns as the number of salaries appropriated by Congress at the different rates will permit. Appendix B at the end of this report shows the results to be accomplished by the application of the proposed system. In column (c) of this appendix is given the annual salary of each clerk on May 30, 1912; in column (g) is given the annual value of the service of each clerk, based upon her work during the month of May, 1912; and in column (h) is given the difference between her annual salary and the value of her work. The clerks with their ratings are arranged in this appendix in the order of the difference between their salaries and the value of their services. At the head of the list is given the clerk earning the greatest excess above her salary, and therefore most entitled to promotion, and at the bottom of the list is given the clerk paid the greatest excess above her worth, and therefore most deserving of demotion. The clerks between the two are arranged in the relative order of their differences. While this table is based on the record of work for the single month of May, it is yet sufficiently representative of the whole year's work to show the extreme need of an immediate readjustment of salaries. Your committee can see no justification for paying one

clerk $493 a year *less* than her work is actually worth to the Government while paying another $732 *more* than she earns. We have compared the results shown in this table with the record of work done in previous years, as recorded during the month of January in each year, and have come to the conclusion that justice to the clerks requires us to recommend the following:

(1) That all who are earning less than 60 per cent of their salaries be reduced immediately to the next lower grade of pay, and that their salaries be given to the clerks in the next lower grade who are earning the greatest amount in excess of their present salaries. Appendix C shows the clerks who will be affected by these changes.

(2) That on January 1, 1913, all clerks who earn less than 70 per cent of their salaries during the remainder of November and the month of December, 1912, be reduced to the next lower grade, and that the salaries of the clerks so reduced be given to the clerks in the next lower grade who are earning the greatest amount in excess of their present salaries.

(3) That a similar readjustment be made on the 1st of July and January in each year thereafter and that at such times all clerks be reduced who earn less than 85 per cent of their salaries, and that their salaries be given to the clerks in the next lower grade who are then earning the greatest amount in excess of their salaries at that time.

At the end of Appendix B are the names of two clerks who have been assigned to miscellaneous work in proving which could not be rated. These clerks receive $1,200 each, which is the maximum salary of the office. In order that their proper standing may be determined, we recommend that they be transferred to one of the regular classes for a period of six months in order that their efficiency may be established, and that during this time other clerks whose ability rating has been fixed in the accompanying record be assigned to that work.

With the clerks arranged as shown in Appendix B it is easy to determine who is receiving more compensation than her services justify and who is receiving less. Since the number of salaries at the various grades is fixed arbitrarily by Congress, the most that can be accomplished toward readjustment is to transpose the salaries as we have indicated above. Appendix C shows the clerks that would be affected if all clerks shown in Appendix B who were earning less than 60 per cent of their salaries were reduced one grade, and the clerks in the next lower grade earning the greatest amount in excess of their salaries were promoted to the salaries so released. Appendix C should be considered as illustrative only for

the reason that since this rating was made certain clerks shown on Appendix C have resigned or have been transferred to the clerical work of the office not covered by this system of efficiency records.

We believe that in the interests of good administration these changes should be made gradually as we have indicated, and that at all times promotions and demotions should be made one grade at a time.

DISTRIBUTION OF WORK.

In closing, your committee desires to emphasize two points that should never be lost sight of in the distribution of the work:

(1) The work should be distributed to the clerks according to their recorded capacity in a 6-hour day, as shown under the proposed system. Each clerk must be given her capacity of work for a 6-hour day, so that, as nearly as possible, all clerks will be employed a like number of hours. When work is light care should be exercised to reduce pro rata the quantity of work given to the different clerks.

(2) The packages of money for distribution to the counters should be arranged strictly in the order in which they are received, and they should be given out to the clerks in precisely that same order, except that toward the close of the day the counters should be given such sized packages as will enable them to close their work at the proper time. When, in order to accomplish this, it is necessary to pass over the package that stands first for delivery, then the first package following of appropriate size should be given. If this rule is followed each clerk will, on the average, receive her share of good and bad notes, and no just cause for complaint will arise.

COST OF KEEPING RECORD.

We have made a careful estimate of the time required to keep the efficiency record proposed in this report and believe that it will take not more than the time of one efficient clerk at $1,200 per annum. The work involved in keeping the present records consumes a little less than the time of one clerk at $1,200 a year. We feel that the many advantages to be derived from the proposed system will offset this additional labor many times.

ACKNOWLEDGMENT.

Your committee desires to express its indebtedness to the chief of the agency for his assistance and hearty cooperation during the whole of this investigation.

Respectfully submitted.

E. A. GONGWER, *Chairman.*
LYDIA S. SHOEMAKER.
R. S. TOWER.
HERBERT D. BROWN.

WASHINGTON, D. C., *November 19, 1912.*

APPENDIX A.

The following form is the one used for recording the work done by the counters, and will answer the purpose of the new record by the addition of the time the clerk begins and ends her work, as indicated at the head of the sheet. The space for entering the time may be added to the present stock of forms by the use of a small rubber stamp.

NATIONAL BANK REDEMPTION AGENCY.

Report of work done.

———, *191—.*

Count.
Time: _____ m. to _____ m. Name: _____

Case number.	1's.		2's.		5's.		10's.		20's.		50's.		100's.		Total.		Receiving clerk's signature.
.....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	.....
.....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	.....
.....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	.....
Total...		....		....		....		....		....		....		....		....	.....

The following form is proposed in order to expedite the work at the close of the month. On this form the counter may enter from day to day the amount of the bills handled by her. The use of this form will make it unnecessary for the time clerk to handle the daily reports of the counters.

Monthly record of work done.

(Form B.)

Name.....

Class of work.....

Month 191–	1's.	2's.	5's.	10's.	20's.	50's.	100's.	Total.	Time.	
									Hours.	Mins.
1										
2										
3										
4										
5										
6										
7										
8										
9										
10										
11										
12										
13										
14										
15										
16										
17										
18										
19										
20										
21										
22										
23										
24										
25										
26										
27										
28										
29										
30										
31										
Total										
Number										

In order that the value of the different classes of work involved in sorting may be accurately shown, it will be necessary to discontinue the use of the following form and to use in its place the two forms immediately following. Form C will be used for recording the work of first assorters and Form D for recording the work of second and third assorters.

NATIONAL BANK REDEMPTION AGENCY.

Report of work done.

------, *191*--.

------ assortment.

Day.	Section or Group.	5's.		10's.		20's.		50's.		100's.		Total.		Receipt.
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....		.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

(Form C.)
First assortment.

NATIONAL BANK REDEMPTION AGENCY.

Report of work done.

Names, ... Month, ..., 191 ..

Day.	Hours.		5's.			10's.			20's.	50's.	100's.	Total amount.	Time.		Straps.	Receipt.
	Beginning.	Ending.	Amount.	Hours.	Minutes.	Amount.	Hours.	Minutes.	Amount.	Amount.	Amount.		Hours.	Minutes.		
Total amount																
Total number																
			5's.			10's.			20's.	50's.	100's.	Total.	Time.		Straps.	

(Form D.)
------ assortment.[1]

NATIONAL BANK REDEMPTION AGENCY.

Report of work done.

Name, ---------- Month, ------, 191__.

Day.	Section or group.[2]	Hours.		5's.	10's.	20's.	50's.	100's.	Total.	Time.		Straps.	Receipt.
		Beginning.	Ending.							Hours.	Minutes.		
Total amount													
Total number													
				5's.	10's.	20's.	50's.	100's.	Total.	Time.		Straps.	

[1] Use only for second and third assortments. Third assortment: For notes of one denomination, use separate sheets for each of the three following groups: Groups 2 and 4, Group 99, and All Others. For notes of more than one denomination, use one sheet for all groups.
[2] Second assortment: Use separate sheet for each of the three following sections: New England, Middle, and All Others.

The following form will answer the purposes of the new record for provers if the necessary space on which to enter the time of beginning and ending work, as indicated at the head of the form, is stamped at the top.

NATIONAL BANK REDEMPTION AGENCY.

Report of work done.

_____, *191__.*

Proof: _____.

Time: _____ M to _____ M _____. Name _____ _____.

Group.	Bank No.	5's.		10's.		20's.		50's.		100's.		Total.		Delivery clerk's signature.
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....		.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	

APPENDIX B.

TABLE 1.—*Showing the counters, sorters, and provers in the National Bank Redemption Agency May 31, 1912, their annual salaries, the annual value of their services, and the difference between their salaries and the value of their services (arranged in order of differences).*

Name.	Class of work.[1]	Present salary.	Amount earned.	Allowance for experience.		Total.	Difference. (g)−(c).
				Years.	Amount.		
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
A.....	P	$900	$1,266	20	$127	$1,393	$493+
B.....	P	700	919	12	59	978	278+
C.....	C	1,000	1,148	9	52	1,200	200+
D.....	P	1,200	1,262	34	131	1,393	193+
E.....	2	700	836	9	39	875	175+
F.....	2	700	822	12	51	873	173+
G.....	P	800	913	10	46	959	159+
H.....	2	700	818	8	33	851	151+
I.....	2	800	888	11	49	937	137+
J.....	2	800	863	14	63	926	126+
K.....	2	800	879	9	41	920	120+
L.....	3	900	958	11	55	1,013	113+
M.....	3	1,000	1,003	21	101	1,104	104+
N.....	2	800	847	12	53	900	100+
O.....	3	1,000	996	22	101	1,097	97+
P.....	P	900	938	11	56	994	94+
Q.....	C	1,000	1,012	16	81	1,093	93+
R.....	3	900	929	13	63	992	92+
S.....	1	700	715	26	73	788	88+
T.....	2	800	815	16	72	887	87+
U.....	3	1,000	975	22	101	1,076	76+
V.....	3	900	882	18	85	967	67+
W.....	1	700	721	11	40	761	61+
X.....	2	800	816	11	45	861	61+
Y.....	1	700	716	12	43	759	59+

[1] C=counting; 1=first assortment; 2=second assortment; 3=third assortment; P=proving; O=odds.

APPENDIX B—Continued.

TABLE 1.—*Showing the counters, sorters, and provers in the National Bank Redemption Agency May 31, 1912, etc.*—Continued.

Name.	Class of work.	Present salary.	Amount earned.	Allowance for experience.		Total.	Difference. (g)−(c).
				Years.	Amount.		
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
Z	2	800	792	14	61	853	53+
AA	3	900	905	10	45	950	50+
AB	2	900	900	11	50	950	50+
AC	1	700	702	12	44	746	46+
AD	2	900	875	14	70	945	45+
AE	3	1,000	990	10	51	1,041	41+
AF	3	1,000	971	14	69	1,040	40+
AG	2	800	786	13	51	837	37+
AH	3	900	871	14	64	935	35+
AI	2	900	878	13	57	935	35+
AJ	3	1,000	931	20	102	1,033	33+
AK	2	900	886	10	45	931	31+
AL	3	1,000	929	20	99	1,028	28+
AM	3	900	869	13	58	927	27+
AN	2	900	881	10	46	927	27+
AO	3	900	880	9	42	922	22+
AP	2	800	767	14	55	822	22+
AQ	3	1,000	967	9	46	1,013	13+
AR	3	900	870	8	37	907	7+
AS	P	800	737	17	67	804	4+
AT	2	800	759	11	44	803	3+
AU	2	900	833	16	67	900	0
AV	1	800	724	21	73	797	3−
AW	1	800	723	22	73	796	4−
AX	3	900	833	15	63	896	4−
AY	3	1,000	903	20	92	995	5−
AZ	3	1,000	937	12	57	994	6−
BA	1	800	734	16	59	793	7−
BB	3	900	844	11	47	891	9−
BC	3	1,000	922	14	66	988	12−
BD	1	800	732	15	56	788	12−
BE	1	800	740	13	48	788	12−
BF	P	1,000	934	10	49	983	17−
BG	3	1,000	916	14	65	981	19−
BH	P	1,000	900	16	72	972	28−
BI	P	900	796	18	74	870	30−
BJ	3	900	812	13	55	867	33−
BK	1	800	724	11	40	764	36−
BL	3	1,000	873	22	90	963	37−
BM	3	900	819	10	42	861	39−
BN	3	1,000	906	12	55	961	39−
BO	2	800	708	14	52	760	40−
BP	O	1,200	1,054	40	106	1,160	40−
BQ	1	800	697	17	62	759	41−
BR	1	800	707	14	52	759	41−

APPENDIX B—Continued.

TABLE 1.—*Showing the counters, sorters, and provers in the National Bank Redemption Agency May 31, 1912, etc.*—Continued.

Name.	Class of work.	Present salary.	Amount earned.	Allowance for experience.		Total.	Difference. (g)−(c).
				Years.	Amount.		
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
BS	P	700	619	12	$40	$659	41—
BT	1	800	686	18	69	755	45—
BU	1	800	708	11	40	748	52—
BV	1	700	613	11	34	647	53—
BW	1	800	692	14	51	743	57—
BX	1	800	710	9	32	742	58—
BY	C	1,200	1,034	36	107	1,141	59—
BZ	3	1,000	911	6	28	939	61—
CA	3	1,000	890	10	48	938	62—
CB	2	900	801	8	34	835	65—
CC	P	1,000	883	12	52	935	65—
CD	2	900	794	10	40	834	66—
CE	C	1,000	869	14	63	932	68—
CF	C	1,000	877	12	54	931	69—
CG	1	700	601	9	27	628	72—
CH	3	900	772	12	50	822	78—
CI	1	800	671	14	49	720	80—
CJ	3	900	745	19	75	820	80—
CK	3	1,000	867	12	52	919	81—
CL	3	1,000	831	17	76	907	93—
CM	1	800	667	11	39	706	94—
CN	3	1,000	841	15	64	905	95—
CO	2	900	764	10	40	804	96—
CP	P	900	725	21	78	803	97—
CQ	C	1,200	1,000	35	103	1,103	97—
CR	2	900	750	13	49	799	101—
CS	3	1,000	821	18	77	898	102—
CT	2	900	763	8	32	795	105—
CU	3	900	743	13	51	794	106—
CV	1	900	759	9	34	793	107—
CW	3	900	732	14	57	789	111—
CX	C	1,200	1,014	14	74	1,088	112—
CY	3	1,000	832	12	55	887	113—
CZ	P	800	665	6	21	686	114—
DA	1	900	711	22	72	783	117—
DB	3	1,000	842	6	27	869	131—
DC	C	1,200	968	37	98	1,066	134—
DD	P	700	531	10	27	558	142—
DE	3	900	720	10	38	758	142—
DF	3	1,000	808	12	49	857	143—

APPENDIX B—Continued.

TABLE 1.—*Showing the counters, sorters, and provers in the National Bank Redemption Agency May 31, 1912, etc.*—Continued.

Name.	Class of work.	Present salary.	Amount earned.	Allowance for experience.		Total.	Difference. (g)—(c)
				Years.	Amount.		
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
DG	3	900	710	12	43	753	147—
DH	P	1,000	791	15	60	851	149—
DI	3	1,000	797	12	53	850	150—
DJ	3	1,200	967	14	68	1,035	165—
DK	P	1,000	754	22	78	832	168—
DL	3	1,000	777	12	49	826	174—
DM	C	1,200	929	33	97	1,026	174—
DN	1	800	559	20	61	620	180—
DO	C	1,200	924	23	95	1,019	181—
DP	1	700	468	20	47	515	185—
DQ	P	1,000	734	23	77	811	189—
DR	P	800	569	12	36	605	195—
DS	1	900	662	10	34	696	204—
DT	3	900	625	17	60	685	215—
DU	P	1,000	730	14	53	783	217—
DV	3	1,200	888	23	94	982	218—
DW	3	1,200	928	8	40	968	232—
DX	3	1,200	892	16	73	965	235—
DY	3	1,000	716	12	46	762	238—
DZ	P	900	624	11	35	659	241—
EA	C	1,200	867	37	90	957	243—
EB	P	900	601	9	27	628	272—
EC	P	1,000	638	26	67	705	295—
ED	P	800	454	10	24	478	322—
EE	O	1,000	605	16	48	653	347—
EF	C	1,200	755	42	76	831	369—
EG	P	1,000	562	24	58	620	380—
EH	C	1,200	701	37	72	773	427—
EI	O	1,200	696	37	70	766	434—
EJ	C	1,200	682	23	71	753	447—
EK	P	1,200	682	17	58	740	460—
EL	P	1,000	494	14	36	530	470—
EM	P	1,200	667	17	62	729	471—
EN	P	1,200	625	13	44	669	531—
EO	O	1,200	605	29	61	666	534—
EP	P	1,000	307	8	12	319	681—
EQ	1	1,000	291	5	7	298	702—
ER	P	1,200	424	20	44	468	732—
ES	.....	1,200	.....	24	.....	.....	.....
ET	.....	1,200	.....	12	.....	.....	.....

APPENDIX C.

TABLE 1.—*Showing the counters, provers, and sorters in the National Bank Redemption Agency who earned less than 60 per cent of their salaries during the month of May, 1912, and the promotions that should be made if those earning less than 60 per cent of their salaries are demoted one grade.*

Demotions.			Promotions.		
Name.	From—	To—	Name.	From—	To—
ER	$1,200	$1,000	C	$1,000	$1,200
EO	1,200	1,000	M	1,000	1,200
EN	1,200	1,000	O	1,000	1,200
EQ	1,000	900	A	900	1,000
EP	1,000	900	L	900	1,000
EL	1,000	900	P	900	1,000
ED	800	700	B	700	800

REPORT ON THE ELECTRIC LIGHTING OF FEDERAL BUILDINGS OF THE DEPARTMENT OF THE TREASURY.

LETTER TO THE PRESIDENT.

NOVEMBER 25, 1912.

The PRESIDENT: Herewith we are transmitting for your consideration a report on the electric lighting of Federal buildings. We suggest that this report be sent to the Secretary of the Treasury, with the request that he report to you not later than December 10 on the recommendations of the commission, and, specifically, whether or not, in his opinion, any reduction should be made in the estimates for the operation and maintenance of public buildings on the ground of the possible savings which may be realized during the next fiscal year.

Very respectfully,

F. A. CLEVELAND, *Chairman.*

REPORT OF THE COMMISSION ON ECONOMY AND EFFICIENCY ON THE ELECTRIC LIGHTING OF FEDERAL BUILDINGS.

The PRESIDENT: The Commission on Economy and Efficiency has the honor to submit the following report on the electric lighting of Federal buildings.

This report gives the results of a detailed investigation made by the commission of the electric-lighting systems as now installed in the Chicago, Cleveland, Cincinnati, Chattanooga, Knoxville, Birmingham, and Macon post offices, court, and custom houses.

As a result of this investigation the commission recommends as follows:

First. That complete investigations be made of the electric-lighting systems in use in all the Federal buildings throughout the United States which are under the control of the Treasury Department where the annual cost of operating the same is $500 or over per year.

Second. That detailed plans be made and specifications be drawn showing and covering the changes which should be made to bring the electric-lighting systems in said Federal buildings up to date and to present recognized standards of efficiency and economy.

Third. That such modifications and changes in the present electric-lighting systems in said Federal buildings as are found to be necessary to obtain the required efficiency and economy be made by the Government.

Fourth. That such modifications and changes shall be made under the supervision of and as directed by the Supervising Architect.

Fifth. That during the progress of such investigations a consulting engineer to the Supervising Architect shall be appointed at a compensation sufficient to obtain the services of a high-grade engineer, who shall have charge of the making of such investigations, and shall recommend plans, specifications, changes, revisions or modifications of existing electric lighting systems, as well as have general supervision of such installation or charges as are ordered subject to the supervision and direction of the Supervising Architect.

The commission is of the opinion that the adoption of these recommendations will result in an economy of at least $150,000 annually.

INTRODUCTION.

In order that the Government employee may work to the best advantage his proper housing is a subject of great importance, for upon his surroundings and facilities for work depends his effectiveness of operation.

No matter how well placed he may be as to room space, desk and furniture outfit, heating and ventilation, telephone and stenographic service, filing and card systems, and all other appliances and facilities, all of which tend to the best of service, if the lighting arrangements are not properly devised and placed, both as to position, quantity, and quality of light, he can not perform his work to the best advantage; he must be properly lighted to do his best work.

This being the case, it becomes of the first importance that the lighting conditions of the Federal buildings shall be those which are best adapted to the requirements and needs of the work to be done and are as modern and up to date as possible and at the same time are as economical in operation as the requirements will permit.

Efficiency and economy in artificial lighting by electricity or gas does not necessarily mean the obtaining of a maximum of light from a minimum of electric current or gas. But it does mean, first, the placing and giving of that quality and amount of light which will enable the operator by its use to do his particular kind of work in the most efficient manner, and, second, the obtaining of such lighting at the minimum of expenditure compatible with producing such an electric current or a gas supply as will admit of attaining the specific lighting requirements.

To see easily and comfortably, without danger to the eyesight and health, it is necessary to arrange and place the light sources in such position as will best suit the particular conditions which have to be met and select the lamps, fixtures, shades, globes, and other apparatus with this end in view.

Because a light source looks glaring and brilliant, it does not follow that it is giving a good light; it may be giving too much light in the wrong place. A well shaded or inclosed light source may appear to be dim because it is well shaded, but may be giving a first-class light for working purposes. There must be sufficient light to see by, but as things are seen chiefly by the light they reflect, it is evident that a well-shaded source of light which may have very little intrinsic brilliancy when looked at directly, may be so directed on the object to be seen as to give ample light for all required purposes. Unshaded or brilliant lights so placed as to be in the line of vision are fatiguing to the eye and greatly diminish the seeing ability of the user, while a moderate light properly shaded and placed above the

range of vision causes no discomfort and enables the user to see easily and comfortably.

Artificial lighting has two requirements to fulfill—general and special illumination; general as applied to the ordinary diffused lighting of a room, and special as applied to the local lighting of desks, tables, or other special locations, each of which requires special treatment as to the location of the source of light. It will therefore be evident that the placement or positioning of the light source is of first importance, and that no general rule can be followed, but that each case must receive careful consideration.

The quality of the light used is of next importance. By this is meant the character of the light, whether white, yellowish, reddish, or bluish white, according to the character of the work to be done. For instance, in sorting the letters, packages, etc., in the workrooms of the post offices, it is often quite necessary that the different colors of the envelopes and stamps shall be clearly and distinctly discernible and this can best be accomplished by a light as nearly white as possible, while in other cases a yellowish or reddish white light is more grateful to the eyesight and can be used to better advantage than the pure white light.

The quantity of light received from a light source on a given object is of the next importance. What is the light to be used for? General illumination, to read or write by, to bring into view the working parts of a machine, to match colors, to display goods or pictures, or to make a pathway safe and plain? Is the color of the object to be illuminated light or dark, or is the object smooth or polished or rough or unpolished? All of these and kindred questions must be carefully considered in determining the amount of light required by a given light source.

Each case must be studied by itself and the required effect accomplished by the use of such lamps, fixtures, shades, globes, and other apparatus properly disposed, as will, by means of direct, semidirect, or indirect lighting, insure ample lighting without undue brilliancy or fatigue to the eye and yet in the most economical manner compatible with the result to be accomplished.

Enormous advances have been made in the last few years in the art of artificial illumination, until at the present time it has become almost an exact science and forms a separate branch of engineering. Not alone has the character of the light sources been improved and rendered highly efficient, the character and forms of reflectors, globes, and shades have been changed and made in endless variety and shapes of exact reflecting or diffusing surfaces, so that it is possible to select a form of shade or reflector which will apply to any given requirement; the character and design of fixtures made applicable to any lighting condition, but the combination of the placement, quality,

and quantity of light has been reduced to so scientific a basis that it is possible for an expert engineer to accurately design the proper illumination required by any given condition, and this at a maximum of efficiency and economy.

From this it will be seen that lighting systems installed even five or six years ago, and at that time considered satisfactory, are at the present time considered crude, inefficient, and uneconomical to a high degree, and this is evidenced by the enormous amount of changes and reinstallations now taking place in every direction in such back-number systems of illumination.

The preliminary investigations made by the commission into the electric lighting now in use in several of the Federal buildings, viz, Chicago, Cleveland, Cincinnati, Chattanooga, Knoxville, Birmingham, Macon, Norfolk, and Brooklyn post offices, court and custom houses, show this statement to be correct, as shown by the appended reports on these various buildings.

In all of them so far as examined the sources of light are either badly placed, are of too great a quantity, or are of poor quality, are inefficient, uneconomical and wastefully used, and the fixtures, shades, globes, etc., are not appropriate to the use for which they are intended, and are inefficient to a degree. Particularly is this the case in the workrooms or departments where the mail is received, canceled, sorted, and distributed.

These workrooms are the very vitals of the post offices, for on the expedition and efficiency with which the work in those rooms is accomplished, and the absolute continuity of the same, depends the successful working of the postal system, and these rooms above all others should have every facility and should be as systematically arranged and as perfectly lighted as possible.

In reality, so far as the investigations of the commission have gone, these rooms are generally in very bad condition. They are much crowded, the progression of the work is not directed, but is impeded by the crowded conditions; they are poorly ventilated and heated, and the general and special illumination faulty, inefficient, and uneconomical.

They all require careful investigation and revision, and all should be brought up to the highest standard of efficient and economical operation, and the lighting system in particular should receive immediate and most careful revision.

In order to accomplish the desired results and to make the required investigations and recommendations in an entirely impartial manner, this work should be done under the direction and supervision of a civilian engineer, one who has no connection with any Government department, and one who has had large experience in all manner of

lighting installations, and who is familiar with the various lamps, shades, fixtures, and other lighting apparatus now on the market, and one who is also familiar with the various direct, semi-indirect, and indirect lighting systems now in use, their installation and effective use. Such an engineer should be attached to the Office of the Supervising Architect, and under his direction and control, and to whom his reports on investigations and his plans and recommendations as to changes and revisions of the various lighting systems in the Government buildings should be made.

By such a method of procedure all possible bias one way or the other would be eliminated, and only such reports and recommendations made as are the result of an absolutely independent consideration of existing conditions.

The commission has been unable to obtain exact information as to the total number of Federal buildings at the present date.

For the fiscal year 1911–12 there was listed in the Treasury Department Index of Public Buildings, consisting of only post offices, court and custom houses, about 989 buildings, on 608 of which the total yearly cost of operating the electric-lighting systems for 1911 and 1912 was given at about $460,000, no costs being given on 381 of the buildings, as they were at that time unoccupied or to be occupied later on.

The War, Army, Navy, Agricultural, and Interior Departments and the Marine-Hospital Service also have several thousand buildings, none of which have been investigated by the commission, no complete list of these buildings being obtainable at the present time.

Taking the cost of operating the buildings under the control of the Treasury Department for the year 1911–12 as $460,000 and estimating that their electric-lighting systems are mostly in similar condition to those already investigated by the commission, and assuming that a saving of at least 25 per cent of this amount can be made annually by a proper investigation, revision, and remodeling of these lighting systems, the total annual saving would amount to $150,000.

This is only a portion of the saving which could be accomplished, as what could be done with the buildings under the control of the other departments is only a matter of conjecture, but that it would amount to many thousands of dollars more is certain if the recommendations herein set forth are carried out.

The urgent necessity for this work to be undertaken and carried out by the Commission on Economy and Efficiency as herein recommended is therefore most apparent, resulting as it will in better, more efficient, and economical lighting systems in the Federal buildings and through this in better, more efficient, and economical work on the part of the Government employees, the value of which in dollars and cents can only be surmised, but that it would be very great is certain.

While the commission feels that this work is of great importance and that further careful investigations should be made of the lighting conditions in the Federal buildings in the other Government departments as well as the Treasury Department, it does not feel warranted in so doing to a great extent at the present time, due to the lack of sufficient funds for this purpose. It is strongly of the opinion, however, that this work should be carried on and that the expenditure of a few thousand dollars would result in large savings being made, which would pay for such expenditure many times over and which would result in a large gain in efficiency and economy in the lighting of these buildings.

FREDERICK A. CLEVELAND,
WALTER W. WARWICK,
MERRITT O. CHANCE,
Commissioners.

NOVEMBER 25, 1912.

REPORT ON THE ELECTRIC LIGHT AND POWER INSTALLATIONS IN THE FEDERAL BUILDING, CHICAGO, ILL.

THE PRESIDENT'S COMMISSION ON ECONOMY AND EFFICIENCY,

Washington, D. C.

GENTLEMEN: We have the honor to submit the following report on electric light and power installations in the Chicago (Ill.) post office and courthouse.

This report gives the results of a detailed investigation of the electric light and power installations in this building. The purpose of this investigation was to determine the present condition of these installations and whether any changes could be made in these installations that would result in an increase in the economy and efficiency of these installations.

As a result of these investigations we recommend as follows:

First. That detailed plans be made and specifications be drawn showing and covering the changes which should be made to bring the electric light and power systems in this building up-to-date and to the present recognized standard of efficiency and economy.

Second. That such changes and modifications in the present electric light and power systems in this building as are found by the Commission on Economy and Efficiency to be necessary to obtain the required efficiency and economy be made.

Third. That a detailed plan of the workroom in this building, its furniture, letter-distributing racks, bag and paper racks, distributing, sorting and canceling machines, lights, etc., be made by an actual survey at the building, and that a working scheme and plan be worked out for this workroom after careful discussion with the postmaster and other officials interested, looking to such changes and rearrangements of this workroom as will eliminate waste motion and time and progress the work in the most direct manner, resulting in an increase in economy and efficiency.

Fourth. That such changes, modifications, and working plans shall be made under the supervision of and as directed by the Supervising Architect.

Fifth. That a consulting engineer to the Supervising Architect shall be appointed at a compensation sufficient to obtain the services of a high-grade engineer, who shall have charge of the making of such investigations, plans, specifications, changes, revisions, or modifications of existing electrical lighting system, subject to the supervision and direction of the Supervising Architect.

Sixth. That the commission take up the subject of the character of the paper used for requisitions, statements, reports, etc., with a view to the substitution for the present smooth-finish paper of a dull nonreflecting-finish paper, thus removing the difficulties arising from the use of a smooth reflective surface and increasing the efficiency of the employees and the economy of operation.

GENERAL DESCRIPTION OF BUILDING.

The Chicago Federal Building is located on and occupies the full block bounded by Clark, Dearborn, Adams, and Jackson Streets, Chicago, Ill.

It is an imposing granite structure, 320 by 390 feet square, designed by Henry Ives Cobb, architect, and constructed in such a manner as to obtain a maximum of available room space, natural illumination, and ventilation, with a minimum of floor-space loss.

The principal officials and assistants are Hon. S. A. Campbell, postmaster; Hon. J. C. Ames, custodian; Mr. Carl M. Peterson, chief engineer; Mr. W. A. Richardson, chief electrician.

The basement, first, and second floors cover the entire block; the third to the eighth floors, inclusive, are built in the form of a cross, each arm central with the axes of the block, leaving rectangular spaces at each corner for the skylights in the roof of the second floor.

Each arm of the cross has a central corridor, and all of the rooms are arranged on the sides and ends of these corridors, so that all rooms are exposed to daylight on at least one side.

The main entrances, three in number, are on the first floor, one for Clark, Adams, and Dearborn Streets, respectively, and conform in location to the corridors throughout the building.

The central portion of the building where the axes of the cross intersect is formed into a large rotunda which extends up through the building to the eighth floor and is continued from there up to the fifteenth floor, terminating in a dome.

At each floor a circular corridor runs entirely around the rotunda connecting with each of the corridors in the cross arms of the building.

There are two main stairways and two sets of elevators, three in each set, arranged alternately at points midway between the corridor entrances.

The basement is used largely for mail-delivery purposes and also for the various machines and apparatus used to operate the light, power, heating, ventilation installations, and such repair and upkeep operations as are required for such a building.

The city-mail distribution, general-letter distribution, registry, inquiry, customs mail, and subtreasury are on the first floor, and the general workrooms for sorting mail are on the second floor.

The rest of the building is occupied by the many and varied Federal departments and court rooms, the weather bureau being located on the fourteenth floor.

The whole arrangement of the building is very compact and economical of waste space, the finish and decoration of the rotunda and corridors are rich and harmonious, all of the rooms above the second floor have good daylight illumination, and the building seems in every way suited to the purpose for which it is used.

Generally the finish and furnishings of the various rooms are artistic and satisfactory, with the exception of the colors of the various walls and ceilings, particularly in the offices, which are generally painted with a sage-green color on the side walls and a dirty or brownish yellow on the ceilings, all of which are too dark and absorptive of light and necessitate the use of considerable more artificial illumination than would be required if they were of lighter colors and ones less absorptive of light.

The work and other rooms on the first and second floors and the basement are also very dark in color and require a much larger amount of lighting than would be necessary were they lighter in color.

GENERAL DESCRIPTION OF LIGHTING SYSTEM.

The lighting system in this building as originally laid out was quite elaborate, with heavy fixtures, mostly three, four, and six light chandeliers, there being approximately 1,500 chandeliers and brackets, 1,109 portables, and 9,400 lamps, all sizes, not counting various other lighting apparatus in the building, with the result that the occupants of the building have become habituated to the use at all times of much more general artificial illumination than is necessary.

In addition, due to the large number of desks, tables, and other like furniture of a movable type in the various offices, a very large number of portable desk and table lights have come into use and to whose use the occupants have become accustomed and are now considered by them as absolutely necessary to the proper carrying on of their work.

Originally the building was equipped with carbon-type incandescent lamps, mostly of 25 and 50 watts capacity, and also a large number of Cooper-Hewitt mercury vapor lamps in the workrooms and basement.

These have been mostly replaced by the more modern tungsten and tantalum lamps, in nearly all cases without bowl frosting, and in order to reduce the current consumption this replacement has been made by placing generally two 40-watt tungsten lamps on the three and four light chandeliers and three or four 40-watt tungstens on the six-light chandelier, with the result that while the current consumption has been lowered the lighting has been made irregular in distribution and lowered in efficiency, and the general appearance of the system is mutilated and unsatisfactory. Nearly all of the fixture lights have been provided with old-style holophane reflectors, concentrating type, and, although efficient, they are not of the proper type for general illumination and do not screen the filament.

The portable desk and table lights are of two types, the Dale upright and the Universal adjustable, and are generally equipped with green glass shades on the Dale type and metal reflectors on the Universal adjustable type, and mainly with 25-watt carbon or tantalum lamps, although in a number of instances 25 and 40 watt tungsten lamps are in use.

As at present equipped the Dale type gives too much light for proper illumination and this in one spot and not spread out or diffused over the desk or table top, and the Universal type is of very little value, its reflected light being almost concentrated at one spot.

The wiring system throughout the building is on the standard three to two system, the voltage is 115 to 115 volts and the current is supplied by the local Commonwealth Edison Co., on terms which we have herein stated in connection with the amount of current used in this building, there being no isolated plant established in the building, although space has been left in the basement for such a plant and a switchboard has been installed for use with the same.

There are some 415 electric motors of various sizes in use in this building, a list of which is hereto annexed. (See Table No. 2.)

All of the lights operate at nominally 115 volts pressure and the motors at nominally 230 volts pressure.

The wiring system, switchboards, and cut-out panel boards are all in good condition and ample for the service required. The cut-out panel boards and the

switchboards are not as clean as they should be, there being a considerable accumulation of dust in them.

The electric motors are of standard makes and are in good working condition.

The portable desk and table lamps and electric fans are supplied by current through flexible twin wire conductors, about 40 per cent being connected by plug attachments to the various chandeliers in the rooms, with the result that many of the rooms are disfigured by these "clothes lines" running in various directions, to say nothing of the unsafe character of such an arrangement.

The floor outlets originally provided are of very little use in this connection, as they are rarely at the point where the desk is located. Base-plug outlets would be much more satisfactory, and should be installed wherever fan, desk, or table connections are required, thus removing all of the "clothes lines," so called, and leaving the rooms clear of all such obstructions..

Mr. W. A. Richardson, the very efficient chief electrician of this building, has devised a way of overcoming this difficulty, which consists of cutting a small groove or trough in the floor by means of an electrically operated cutter which he has constructed, said groove running from a base or floor outlet to the point where a lighting connection is desired, then placing therein a lead-covered twin-wire conductor, and afterwards closing the groove by means of a closely fitting strip of wood driven tightly home and smoothly planed off on its upper surface. By this means an outlet can be provided at almost any required point and in a completely concealed and inconspicuous manner.

There are six Edison Co. service and two maximum demand meters from which the readings for current used are taken, the light and power current being paid for at the same rate per kilowatt-hour and being taken from the common Edison service and not from separate services and at different rates, as is frequently the case.

COST OF CURRENT.

The annexed table, No. 3, gives the current consumed and the cost of the same from the time when this building was put in operation to the 1st of February, 1912, as well as the contracts with the Commonwealth Co. for the same, from which it will be seen that there has been a yearly reduction in the cost of current from fiscal year 1906 to the fiscal year 1912, the fiscal year 1906 being the first year of occupancy. These reductions are in part due to the betterment of rates with the Commonwealth Co., and also recently to the introduction of the tungsten and that tantalum lamps in place of the carbon lamps.

It is always an open question, only to be determined by a careful consideration of all of the conditions of each case, whether an isolated electric plant should be installed in a building or whether the local Edison Co. service should be used and the plant omitted.

In this particular case the Commonwealth Edison Co. have made their costs for current so favorable that it would hardly seem possible, taking all things into consideration, that an isolated plant could be installed which would generate the electric current at any better rate.

DIVISION OF LIGHTING.

As at present constituted the electric lighting of the Chicago Federal building divides itself into two parts: First, public lighting; second, private lighting, and the private lighting again divides itself into two parts: (*a*), general illumination, (*b*), special illumination.

Under the heading of public lighting is included the lighting of the rotunda, corridors, court rooms, driveway in basement, outside lighting, and, in fact, all places to which the public has access.

Under the heading of private lighting is included all of the offices and workrooms and all other of the business departments of the Federal building to which the public do not have access.

In private lighting, under the head of general illumination, is included all of the lighting in the various rooms which is general in character, and under the heading of special illumination is included all desk, table, filing case, bookcase, typewriter, and all other special and local lighting.

The annexed table, No. 1, gives in a condensed form the number and character of all of the fixtures and lamps in the building, and their total wattage, together with suggested changes and the approximate wattage saving which will result from such changes.

EFFICIENCY AND ECONOMY OF LIGHTING SYSTEMS.

The efficiency and economy of operation of a lighting-installation system depends on quite a number of elements other than just the relative amount of current consumed for a given amount of light emitted by different types of illuminants. First and foremost is the proper amount and kind of light required for the work to be done, and the whole problem of efficiency centers around this fact.

Any installation which does not provide the right kind of light in the right place is of no value, whether it fills all other requirements of economy and efficiency or not. After this has been determined and the other elements of the problem, such as the cost of installation, the cost of operation and upkeep come into consideration, and if the results obtained by the proper placement of the required amount and kind of light are satisfactory and fill all the requirements of illumination, any extra cost of installation and maintenance above what might obtain with a less efficient placement of the lights is more than justified.

Efficiency and economy go hand in hand and the one should not be varied or changed at the expense of the other, and all conditions bearing on the case in hand should carefully be considered before any radical changes are made.

In the present case, first, we unfortunately have to deal with an old installation, one which was laid out for a type of lamp, the carbon, and not readily adapted to the modern tungstens or tantalums; one which has been in use for a considerable period of time, and one which, therefore, can only be made to approximate to ideal conditions.

Next, it is a difficult matter to arrange general artificial illumination to be used during the day where the rooms are more or less lighted by daylight. The two conditions do not agree one with the other, and artificial lighting should be used as little as possible under such conditions, and only when absolutely needed.

Again, the artificial lighting in the offices in this building is very little used after 5 o'clock p. m., and when such lighting is required the local portable lights give nearly, if not quite all, of the illumination required.

In the following statements we have endeavored to embody these various elements and conditions, and from their consideration we have arrived at the conclusions which we have herein stated.

PUBLIC LIGHTING.

This we have carefully considered and we are of the opinion that the architectural beauty and the appearance of the rotunda, corridors, and entrance ways to the building should be maintained at their best, and that the lighting of these portions of the building should be kept at the highest point of efficiency both as regards the lighting required for public use and also as regards the lighting which brings out and maintains the many beautiful features of the building, and we have stated in the annexed tables such changes and rearrangements of the lighting in these places as we have deemed requisite and necessary for this purpose, at the same time maintaining at as high a point of economy as is possible the cost of operation of the same.

We find that the middle landing on each stairway between floors is not sufficiently lighted to prevent persons stumbling and being in danger of falling at these points and suggest the installation of an appropriate wall bracket at these points.

In the main entrance halls we find that there are a number of lamps in use on the under sides of the various arches.

We suggest their removal and the substitution at the central points of the ceilings, in the spaces between these arches, of hemispherical art glass bowl fixtures, arranged for semiindirect lighting. By so doing a considerable saving in current consumption will be accomplished and the artistic appearance of the lighting at these points greatly enhanced.

We also suggest that a large cigar sign now in use at one of the small booths on the ground floor of the rotunda be eliminated. It is unsightly, unnecessary, and uneconomical.

On the outside of the building the lighting at night does not seem sufficient, especially at the main entrances, and we suggest that a bracket of proper design be installed just over each central entrance door of the main entrances, these brackets to be provided with art glass globes to match the other globes at these points and to be each provided with one 500-watt tungsten lamp.

Originally it was intended, as shown on the plans, to place four standard fixtures at each corner of the building, two on each street, but only two have been installed. The corners of the building are insufficiently lighted at night, and we suggest that the other two standards as originally intended should now be installed at these points, the same to correspond in every way with those now in position.

There are a number of minor changes suggested in these public places, which show in the tables, all of them conducive to economy and efficiency.

The public writing desk in the main hall near the Clark Street entrance is poorly lighted at present, pendent 25-watt lamps with green glass shades being hung by flexible cords from a supporting conduit frame and at such a height as to be frequently hit by the persons using the desk.

This lighting is not in keeping with the rest of the main-hall lighting, and we suggest that two properly arranged two-light brackets of such ornamental character as to be in accord with the surrounding fixtures be properly installed in their place, each bracket provided with two 100-watt tungsten lamps.

We are also of the opinion that all of the lighting in the public places and rotunda should be kept in uniform operation and no one part left out of operation at the expense of another, but that symmetrical operation of the lights should be continuous at all times during working hours, so that the dignified and artistic appearance of the public portions of the building, especially the

rotunda, will be maintained, all of which can be done, as suggested by us, without any material increase in cost and, in fact, at a slight reduction.

PRIVATE LIGHTING.

We have already alluded to the fact that the offices and other rooms require more lighting than would normally be required, due to the colors with which the rooms are painted. They are dark in tint and very absorptive of light, and the general illumination would be greatly bettered without any increase in current consumption were they painted with a white ceiling and light-tinted colors on the walls.

In all of the offices, workrooms, and other rooms occupied by the various Government departments, after a careful consideration, we are of the opinion that the present division of lighting into general and special illumination should be maintained but that the character and placement of the general illumination should be changed so as to increase the economy and efficiency of operation. To accomplish this we are of the opinion that in nearly all cases, except in certain offices occupied by the Federal building officials and also the various court rooms, which should be maintained exactly the same as at present, the three, four, and six light chandeliers should be eliminated and single or Unit light pendants substituted therefor, each equipped with an approved size tungsten lamp (as indicated in Table No. 1) with an approved type of reflector and each provided with a "chain pull" socket so that each light can be turned off or on independently and not in groups as at present. We have indicated in the annexed table, No. 1, the changes which we have suggested in each room throughout the building.

In this way, by suspending the lights at a proper height, the general illumination of the rooms can be greatly improved and made symmetrical and at the same time the amount of current required greatly reduced and this without the occupants, who have been used to an overabundance of light, feeling that the lighting has been curtailed in any way.

COST OF SUGGESTED CHANGES.

The gain in economy and efficiency accomplished by such an arrangement will be obtained in several ways.

In the first place the cost of changing the fixtures from the present type of cluster chandeliers to a single-light pendent can be made without any increase in cost for fixtures. The cluster balls, arms, sockets, and glassware of the present fixtures are worth more in exchange with the manufacturers than the complete new pendent fixture required as a substitute, and there should be little difficulty in getting the manufacturers to make such an exchange without cost, especially as the present stem of each chandelier can be used to form the stem of the new pendent.

In the second place the cost of the lamps and shades for the present chandeliers, should they be retained, will be at least twice that of the single-unit lamp and shade, the cost of the lamp renewals per year will be at least twice as great for the chandeliers as a single unit, and the cost of keeping the lamps and reflectors clean and in good order will be nearly twice as great for the chandeliers. In addition there is a gain in lamp efficiency by the use of large units, they taking less watts per candlepower than the small units.

Relative cost of clusters v. *Unit—100-watt equipment.*

Cluster:	
Four-light chandelier, four 25-watt tungstens at 35 cents	$1.40
Four I 25-holophane reflectors at 47 cents	1.88
	3.28
Upkeep: Two lamp renewals, first year, eight at 35 cents	2.80
Cost of equipment first year	6.08
Unit:	
Unit pendent, one 100-watt tungsten	.55
One I 100-holophane reflector	.70
	1.25
Upkeep: Two lamp renewals, first year, two at 55 cents	1.10
Cost of equipment first year	2.35

In the third place, the efficiency of lighting will be increased and with it the efficiency of the people working with such lighting, so that they will be enabled to do more and better work in a given time than under the old system, and a saving in cost of production by the operators will be thus effected.

DESK ILLUMINATION.

With regard to the special illumination of the desks, tables, and other similar furniture requiring individual lights, we have made careful investigation, and we are of the opinion that in nearly all of the cases the present Dale type or portable should be retained, and that, so far as possible, it should be substituted for the other Universal type of fixture and that each should be equipped with an approved metal reflector and with a 25-watt tantalum lamp. We made some photometric measurements of the lighting effect at the desk level under some of these portable lights as at present equipped and found that in some instances there were as high as 16 or 18, and even 20, candlefeet of illumination directly under the lamp at the desk level, when 6 or 5 candlefeet on the working area would be ample.

There is such a thing as having too much light, and when such is the case all of the excess of light over the amount really required physiologically is wasted and hurtful to the eyesight of the user and a detriment in every way.

We equipped a Dale portable with a metal shade of a new and approved shape and with a 25-watt tantalum lamp, and found that it gave by photometric measurements about 5 candlefeet at the table level. This we substituted for the portable already mentioned as giving the intense lighting, and it was found to be satisfactory in every way to the user.

It gave an even, diffused light over a large area of the desk or table and was of sufficient intensity to enable the user to see easily and comfortably all over his working area.

WORKROOMS.

The general illumination of these rooms and also the basement will be satisfactory with the changes made as suggested in the schedule, except, as already stated, that these rooms are painted in dark colors, which are very light absorp-

tive, and the general illumination, with no increase in current consumed, would be largely augmented by painting them in white or much lighter colors and then washing them from time to time and keeping them clean.

COOPER-HEWITT (MERCURY VAPOR) LAMPS.

In a number of these rooms, especially the workrooms, there have been installed quite a number of Cooper-Hewitt mercury vapor lamps; most have been removed and tungstens substituted, but there are about 65 of these lamps still remaining in service.

We find that it is the concensus of opinion almost everywhere that these lights are unsatisfactory from many points of view, and that they are being removed and tungsten units are being substituted therefor, a better distribution of light being thus obtained, and more or less lamps can be turned on and off at will, a result which can not be obtained by the Cooper-Hewitt lamps, unless a very large number are used, especially when there are a large number of letter cases and bags to be illuminated, in which case the wattage consumption by the Cooper-Hewitt lamps is prohibitive; we therefore recommend, as regards the Chicago building, that the remaining Cooper-Hewitt lamps be removed.

SERIES LIGHTING.

As regards the special illumination in the workrooms there is a great deal, in our opinion, that can be done, looking to greater efficiency of operation and economy of current consumption. This applies especially to the cases and bags where letters, papers, and parcels are sorted and distributed.

We annex hereto drawings Nos. 2 and 3 showing the general arrangement of these cases and bags.

It is absolutely necessary that the lighting at these points shall be of high candlepower and of a character which enables colors to be readily distinguished so that the work of distribution can be readily and quickly accomplished.

Mr. Richardson, chief electrician of the Chicago Federal Building, has devised a system of tungsten lighting for these cases and bags which, in our opinion, leaves little to be desired as regards efficiency of illumination and economy of operation.

Heretofore each double-letter case has been equipped with four 25-watt carbon lamps, mounted on adjustable arms and provided with metal, spoon-shaped reflectors; this consumed 100 watts of current and by photometric measurement was found to give about 2 candlefeet at the sorting level.

Mr. Richardson has substituted for these four lamps a series of ten 5-watt, 4-candlepower, 11½-volt tungsten lamps, each provided with a D'Olier holophane bowl-shaped metal shade of special form, the series consuming a total of 50 watts and giving by photometric measurement 6 candlefeet at the sorting level, thus increasing threefold the illumination and cutting down the current consumption one-half.

The same general arrangement has also been tried on the bag-sorting frames with equally satisfactory results, and this series system of lighting has been found to be very satisfactory in several other locations, notably in a number of locker rooms and conveyer shafts, and can be made available for letter file and case lighting with equally satisfactory results.

We suggest, therefore, that all of the letter-sorting cases and bag frames in the workrooms be equipped with this series tungsten system of lighting,

it being, in our opinion, the most economical and efficient manner in which this lighting can be done.

ELECTRIC ENGINEERING FORCE.

Mr. Richardson states that he has an inadequate force of help to enable him to properly take care of and carry on the necessary work in this building.

Mr. Richardson's force of help at the present time consists of: Mr. Richardson, at $1,600 per year; one lamper, at $840 per year; two assistant electricians, at $1,200 each, $2,400 per year; one wireman, at $900 per year.

This would appear to be too small a force to properly take care of so large a building with so many lamps and other apparatus to handle, and should, in our opinion, be sufficiently increased to enable Mr. Richardson to do the work required of him in an efficient manner. As it is it is all he can do to take care of the actual necessaries, leaving other important matters, such as the cleaning of the reflectors, lamps, and panel boards, to be taken care of as the opportunity presents.

He needs one laborer to clean glassware, etc., at $720 per year, and two wiremen, at $900 each, $1,800 per year; with which additional help he states he can keep all glassware and cut-out panels clean, keep up all motors, dumbwaiters, conveyors, and other apparatus in shape, and make all alterations and repairs in addition to the other regular work required.

RECOMMENDATIONS.

Lighting of entrance ways, corridors, rotunda, stairs, etc.—As previously stated, the lighting of these portions of the building is primarily to furnish adequate illumination for public needs, and secondary, to bring out the architectural features of these portions of the building, and we recommend that the lighting of these parts shall be kept up to the high standard now in operation, and in some instances we have recommended certain changes and increase in this respect, all of which we have set forth in detail in this report and in Table No. 1, which see.

Exterior lighting.—We recommend that a suitable bracket be provided with an approved shade and a 500-watt tungsten lamp, and installed on the outside and over the middle door of each main entrance, and that the two standards omitted at each outside corner of the building be installed. These to be similar in all respects to those already in place.

Ceiling fixtures.—For general illumination in the offices and workrooms, replace the present chandeliers with Unit fixtures as already described and in accordance with the detailed schedule hereto annexed, Table No. 1. This applies to nearly all rooms except where artistic considerations are paramount, such as court rooms, judges' chambers, and rooms having fixtures with pendent spheres. In these cases the existing arrangements for lighting should be retained.

Shades and lamps for ceiling fixtures.—All fixtures should be equipped with holophane intensive satin-finish reflectors, or with other makes of reflectors which give a similar light distribution.

The lower edge of shades in all cases, unless otherwise noted, should be 8 feet 6 inches above the floor.

All lamp sockets on Unit fixtures should be provided with a chain pull.

Lamps should be tungsten, bowl frosted, of a voltage to burn between medium and maximum efficiency.

Desk portables.—For special illumination in the office and workrooms, all portables should be of the Dale type, or other equal, with arm bent so that the shade recommended shall be not less than 16 inches above the working level. This requires the bending of the arm of 597 Dale portables now in use, and the purchase of 512 additional Dale portables to take the place of the existing Universal type of portable, for which they should be substituted as far as possible.

Shades and lamps for desk portables.—Tantalum lamps, 25-watt, clear, should be used in all portables. All the glass and metal shades now in use on portables should be removed and the new type of holophane metal shade No. 460, or equal, substituted therefor. Shades should be aluminum finish inside, with exterior finished as may be desired. These shades should be beaded on their lower edge to insure rigidity against deformation.

Rigid table standards and pendents over tables.—In general the present glass shades in use on these fixtures should be replaced with the shade recommended for desk portables, using either the 25-watt tantalum, or 25-watt tungsten lamps, depending on the height of suspension. If point of suspension is high, or if better artistic effect is desired, the wide mouth green enameled glass shades now in use may be retained with a 25-watt tungsten.

Color of walls and ceilings.—The present color finish of the walls and ceilings is too dark to properly diffuse the general illumination. Refinishing with white or cream-colored ceilings and light neutral-tinted walls is recommended. Such refinishing materials should be used as will give a nonglaring matt surface and permit of the walls and ceilings being readily cleaned.

Cleaning of reflectors, lamps, walls, and ceilings.—All glass reflectors and shades, all lamps, all walls, and ceilings should be cleaned at regular and frequent intervals, so as to permit the full value of the illumination to be obtained.

Overhead-cord connection to fans and portables.—All cord connections to fixtures for fans and desk lights should be removed and floor, base, or wall outlets provided for the same. The unsightly appearance of a cobweb of hanging wires is apparent, and the danger from fire from short circuits is a menace.

Series lighting for letter cases, bag racks, etc.—The installation of the series tungsten-lighting system begun by the chief electrician on sorting cases, sorting tables, bag racks, etc., in the Post Office Department should be continued and all sorting cases, tables, bag racks, etc., should be so equipped. When completed this will greatly reduce the lamp wattage, while increasing the illumination on the working plan from 1½ to 2 feet candles to 5 or 6 feet candles, or about 300 per cent.

Mercury-vapor lamps.—All the remaining mercury-vapor lamps should be removed and Unit lights, either pendents or fixtures, should be substituted therefor.

Paper used for requisitions, statements, reports, etc.—The finish of a large portion of the paper used for these various purpose should receive consideration. The paper in use has a smooth reflective surface, reflecting the light glaringly to the eyes, especially so when written upon with the indelible lead pencils commonly used.

In some cases it is almost impossible to distinguish the writing without shifting the paper about. Several of the operatives complained of their eyes aching constantly, and the continuation of such conditions can not but result in serious injury to eyesight and consequent impairment of the efficiency of the operator.

It is recommended that paper with a dull-finish nonreflective surface be substituted.

Generally.—All lamps should be renewed as soon as they reach the "smashing point," thus obtaining full light return for the current consumed; all reflectors and lamps should be kept clean; the panel cabinets should be cleaned; care should be exercised to see that the lamps are turned off when not required for use, and that only as many lights are used during the daytime as are absolutely necessary.

A notice should be sent by the custodian of the building to each office to the effect that "care should be exercised to see that lamps are turned off when not required for use, and that only as many lamps are used during the day as are absolutely necessary," and this should be insisted upon, and supervision used to see that it is carried out.

Electrical engineering force.—This force should be sufficiently increased to enable the chief engineer to do all of the work required to keep this installation in good running order.

CONCLUSION.

It will be seen by the annexed table, No. 1, that the full lamp wattage of this building at the present time is about 346,500 watts, and that by making the changes suggested by us this will be reduced to about 304,000 watts, a decrease of 12.2 per cent in the wattage required for lighting.

It is not likely or probable that all of the lamps in this building will ever be in operation at any one time, so that it is quite difficult, if not impossible, to say what the exact total wattage at any given time is, but the above per cent ratio will practically hold good in either event.

In addition, a still further reduction in lighting wattage can be made by a careful supervision of the use of the lights, seeing that they are turned off when not required and only used in such numbers and positions as is necessary, so that we feel safe in saying that, in our opinion, a saving of at least 15 per cent of the lighting wattage, and consequently the cost of lighting current, in this building can be made, or about $2,800 per year, if the recommended suggestions are carried out, and at the same time the efficiency of lighting and operation very greatly increased, and this at a minimum of expense in making the required changes.

Respectfully submitted.

E. R. KNOWLES, *Chief Engineer.*
A. L. PARSONS.

MARCH 16, 1912.

RECOMMENDATIONS IN DETAIL.

It will doubtless be found that in some cases the present fixtures have not been listed correctly and that the recommendations may need some modifications to suit special conditions. It can be readily understood that the large expense involved has prevented preparing of exact plans showing the existing arrangement of rooms and outlets and the checking of each individual room after the report had been completed.

In some cases small rooms containing one light have been listed as one 40-watt tungsten. In certain instances they may be 25 watts. If the smaller lamps are satisfactory they should be retained.

The list of desk portables and other recommendations relating thereto have not been given under the various floors but under a separate heading. This also applies to "series lighting" for cases, bag racks, and sorting tables on the first and second floors.

TABLE No. 1.

	Wattage of lamps.	
	Present.	Recommended.
SUMMARY OF WATTAGE.[1]		
Exterior lights	8,000	14,000
Entrances	14,045	13,280
Rotunda	26,345	25,990
Corridors	22,040	16,400
Basement	25,025	22,500
First floor	34,545	29,405
Second floor	21,130	19,130
Third floor	18,950	12,010
Fourth floor	20,900	17,190
Fifth floor	13,540	12,060
Sixth floor	34,775	34,800
Seventh floor	15,330	15,620
Eighth floor	12,500	10,585
Ninth, tenth, and eleventh floors	3,935	3,935
Thirteenth floor	3,395	2,900
Fourteenth floor	3,210	2,810
Series lighting	41,105	23,750
Cases, racks, etc.	.....	.....
Desk portables	27,725	27,725
Total	346,495	304,090
	304,090	.....
Net reduction (12.2 per cent)	42,405	.....
EXTERIOR LIGHTS.		
Entrances (4):		
2 art standards with translucent ball, with 1 500-watt tungsten at each entrance	4,000	4,000
Add 1 hanging art ball bracket over each entrance, with 1 500-watt tungsten each	.....	2,000
Corners (4):		
2 art standards with translucent ball, and 1 500-watt tungsten at each corner	4,000	4,000
Add 2 art standards at each corner like those now in place with 1 500-watt tungsten in each. (These standards were originally provided for but never installed.)	.....	4,000
ENTRANCES.		
Adams Street (north wing).		
First vestibule:		
4 1-light brackets, large ball, with 2 60-watt tungstens	480	.....
Change to 1 150-watt tungsten, each fixture	.....	600
Second vestibule:		
4 arches equipped with a total of 23 40-watt and 25 25-watt tungstens	1,545	.....
Replace above arches with 2 semi-indirect bowls equipped with 6 100-watt tungstens each	.....	1,200
6 alcove cornice lights with 7 25-watt tungstens each	1,050	1,050
Third vestibule:		
2 alcoves with 32 25-watt tungstens each	1,600	1,600
1 alcove with 8 25-watt tungstens each	200	200
7 alcoves with 1 holophane hemisphere, each with 1 60-watt tungsten	420	420
1 alcove with 4 60-watt tungstens, 1 40-watt tungsten, and 1 100-watt tungsten	380	.....
Change to 3 series of 10 5-watt tungstens each	.....	150
1 passage with 1 holophane hemisphere with 1 100-watt tungsten	100	100

[1] The wattage in various parts of the building was increased by a total of 12,825 watts and decreased by a total of 55,230 watts.

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
ENTRANCES—continued.		
Clark Street (west wing).		
First vestibule:		
4 1-light brackets, large ball, equipped with 2 60-watt tungstens	480	.....
Change to 1 150-watt tungsten each	.....	600
Second vestibule:		
3 arches equipped with a total of 9 40-watt and 25 25-watt tungstens	985	.....
Replace with 1 semi-indirect bowl equipped with 6 100-watt tungstens	.....	600
4 alcove cornice lights equipped with 6 25-watt tungstens	600	600
Add over desks on the north side of entrance 2 2-light brackets with 1 100-watt tungsten	.....	400
Third vestibule:		
Three arches, equipped with a total of 17 40-watt and 26 25-watt tungsten lamps	1,330	.....
Replace with 2 semi-indirect bowls equipped with 6 100-watt tungstens and 4 60-watt tungstens	.....	840
2 alcove cornice lights equipped with 20 25-watt tungstens each	1,000	1,000
1 alcove with 8 25-watt tungstens	200	200
1 passage equipped with 1 holophane hemisphere with 1 100-watt tungsten	100	100
Dearborn Street (east wing).		
First vestibule:		
4 1-light brackets with large ball equipped with 2 60-watt tungstens	480	.....
Change to 1 150-watt tungsten each bracket	.....	600
Second vestibule:		
2 arches with total of 27 25-watt tungstens	675	.....
Replace with 1 semi-indirect bowl with 6 100-watt tungstens	.....	600
2 alcove cornice lights with 12 25-watt tungstens each	600	600
Third vestibule:		
1 arch with 9 40-watt tungstens	360	.....
Replace with 2 semi-indirect bowls with 4 60-watt tungstens each	.....	480
2 alcove cornices with 16 25-watt tungstens each	800	800
1 cornice with 8 40-watt tungstens	320	.....
Change to 8 25-watt tungstens	.....	200
4 alcoves with 1 holophane hemisphere with 1 60-watt tungsten each	240	240
1 passage with 1 holophane hemisphere with 1 100-watt tungsten	100	100
ROTUNDA.		
First floor:		
8 pendant art-globe brackets with 12 40-watt tungstens, each	3,840	3,840
Souvenir stand with 20 25-watt carbons	500	500
Cigar stand with 2 40-watt tungstens, 7 25-watt carbon sign lamps	255	.....
Remove sign lamps	.....	80
Elevators, 6 25-watt carbons	150	150
2 Newell standard art globes with 6 40-watt tungstens each	480	.....
Change to 25-watt tungstens	.....	300
16 hanging art-globe brackets on the back of columns with 6 40-watt tungstens each	3,840	3,840
Third floor, 168 clear 25-watt tantalum lamps in cornice (no change except that the lamps shall be bowl frosted)	4,200	4,200
Fifth floor, 168 clear 25-watt tantalum lamps in cornice (no change except that the lamps shall be bowl frosted)	4,200	4,200
Seventh floor, 8 art-pendant brackets, colored, with 6 25-watt clear tantalum lamps and 12 40-watt tungstens each	5,040	5,040

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
ROTUNDA—continued.		
Eighth floor, 96 40-watt clear tungstens in lunettes (no change except that lamps shall be bowl frosted)	3,840	3,840
First floor. (See under Entrance and Rotunda.)		
Second floor:		
Corridor around rotunda. 16 4-light brackets equipped with 1 large upright holophane sphere and 3 small pendent stalactites with 4 40-watt tungstens each fixture	2,560	.....
Change to 1 25-watt tungsten, large ball, and 1 25-watt tantalum each, small balls	.....	1,600
Wings—No lights.		
Third floor:		
Corridor around rotunda—16 4-light brackets same as second floor	2,560	.....
Change to 1 25-watt tungsten, large ball, and 1 25-watt tantalum each, small balls	.....	1,600
North wing—		
All fixtures, 1 holophane pendent sphere, 1 large at entrance to north wing, with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50
8 small, with 1 40-watt tungsten each	320	.....
Change to 1 25-watt tungsten each	.....	200
East wing—		
1 large, at entrance to wing, with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50
7 small spheres with 1 40-watt tungsten each	280	.....
Change to 1 25-watt tungsten each	.....	175
South wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50
5 large balls with 1 40-watt tungsten each	200	.....
Change to 2 25-watt tungstens each	.....	250
CORRIDORS.		
South wing—		
2 small spheres with 1 40-watt tungsten each	80	.....
Change to 1 25-watt tungsten each	.....	50
West wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50
1 smaller sphere with 1 40-watt tungsten	40	.....
Change to 1 25-watt tungsten	.....	25
Fourth floor:		
Corridor around rotunda—		
16 4-light brackets, the same as second floor	2,560	.....
Change to	.....	1,600
North wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50
2 large balls with 1 40-watt tungsten each	80	.....
Change to 2 25-watt tungstens	.....	100
East wing—		
1 large sphere with 2 40-watt tungstens	80	.....
Change to 2 25-watt tungstens	.....	50

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
CORRIDORS—continued.		
Fourth floor—Continued.		
South wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	
Change to 2 25-watt tungstens		50
West wing –		
1 large ball at entrance to wing with 2 40-watt tungstens	80	
Change to 2 25-watt tungstens		50
4 small spheres with 1 40-watt tungsten	160	
Change to 1 25-watt tungsten each		100
Fifth floor:		
Corridor around rotunda—		
16 wall brackets, the same as second floor	2,560	
Change to		1,600
North wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	
Change to 2 25-watt tungstens		50
Fifth floor:		
10 small spheres with 1 40-watt tungsten each	400	
Change to 1 25-watt tungsten each		250
East wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	80
3 spheres with 1 40-watt tungsten each	120	
Change to 2 25-watt tungstens		150
South wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	
Change to 2 25-watt tungstens		50
4 large spheres with 1 40-watt tungsten	160	
Change to 2 25-watt tungstens each		200
5 small spheres with 1 40-watt tungsten each	200	
Change to 1 25-watt tungsten each		125
West wing—		
1 large sphere at entrance to wing with 2 40-watt tungstens	80	
Change to 2 25-watt tungstens		50
2 large spheres with 1 40-watt tungstens each	80	
Change to 2 25-watt tungstens each		100
Sixth floor:		
Corridor around rotunda—		
16 wall brackets, the same as the second floor, except that these fixtures have 1 40-watt and 3 25-watt tungstens each	1,840	
Change to		1,600
North wing—		
6 fixtures in this corridor with 1 large holophane sphere and 4 small stalactites each fixture. Fixtures have 1 40-watt tungsten ball (2 in first fixtures), 1 25-watt carbon each stalactite	740	
Change to 1 25-watt tungsten each ball (2 in first fixture) and 5 wall-series lamps in stalactite		300
East wing—		
1 fixture at entrance to wing has no stalactite; other fixtures same as north wing	360	
Change to 2 25-watt tungstens in the first sphere; 1 25-watt tungsten and 4 series 5-watt lamps in other fixtures		150

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
CORRIDORS—continued.		
Sixth floor—Continued.		
South wing—		
Same as north wing	700	.....
Change to	.....	300
West wing—		
Same as east wing	360	.....
Change to	.....	150
Seventh floor:		
Corridor around rotunda—		
16 wall brackets with 4 pendent holophane stalactites each with 1 25-watt tantalum	1,600	.....
Use 25-watt tungsten lamps in place of the tantalum lamps	.....	1,600
North wing—		
1 fixture with 1 holophane hemisphere and 4 pendent stalactites with 1 40-watt tungsten in hemisphere and no lamps in stalactites	40	.....
Change hemisphere and put 25-watt tantalum in each stalactite	.....	140
2 hemispheres, no stalactites, with 1 40-watt tungsten each	80	80
3 wall brackets with holophane spheres with 1 40-watt tungsten each	120	.....
Change to 25-watt tungstens	.....	75
East wing—		
1 fixture at entrance, same as north wing	40	.....
Change to	.....	140
South wing—		
1 fixture at entrance, same as north wing	40	.....
Change to	.....	140
3 hemispheres, no stalactites, with 1 40-watt tungsten each	120	120
West wing—		
1 fixture at entrance, same as north wing	40	.....
Change to	.....	140
Eighth floor:		
Corridor around rotunda—		
16 1-light vertical brackets with holophane hemispheres with 2 40-watt tungstens each	1,280	1,280
North wing—		
1 holophane hemisphere at entrance with 2 40-watt tungstens	80	80
3 spheres with 2 40-watt tungstens each	240	.....
Change to 2 25-watt tungstens each	.....	150
East wing—		
1 sphere at entrance with 2 40-watt tungstens	80	80
South wing—		
1 sphere at entrance with 2 40-watt tungstens each	80	80
5 smaller spheres with 2 40-watt tungstens each	400	.....
Change to 1 40-watt tungsten each	.....	200
2 smaller spheres with 1 41-watt tungsten each	80	80
West wing—		
1 holophane sphere at entrance with 2 40-watt tungsten lamps each	80	80
4 spheres with 2 40-watt tungstens each	320	.....
Change to 2 25-watt tungstens each	.....	200
Add on stairways between each floor, beginning with second and third, pendent bracket with holophane ball and 1 40-watt tungsten; total brackets 12, with 40-watt tungstens	.....	480

TABLE No. 1—Continued.

		Wattage of lamps.	
		Present.	Recommended.
BASEMENT.			
Nearly all Units are single-cord pendents. The number of lamps of the various sizes are as follows:			
40-watt tungstens	358	14,320	.....
25-watt tantalums	151	3,775	.....
60-watt tantalums	3	180	.....
50-watt carbon	8	400	.....
Mercury vapor (estimated)	14	5,100	.....
50-watt series	25	1,250	.....
		25,025	.....
In general the arrangement of the lights is satisfactory. Such changes as may be required should be made by the chief electrician to suit local conditions. Remove mercury vapor lamps and substitute tungsten pendents. Change carbon and tantalum lamps to tungsten lamps.			
Furnish holophane satin-finish intensive or equivalent shades wherever old type shades are used.			
Estimated wattage		.....	22,500
FIRST FLOOR.			
Subtreasury:			
1 art ball with 4 40-watt tungsten; 1 art ball with 1 100-watt tungsten; 2 brackets with 4 stalactites each, 8 25-watt tungstens; 8 brackets with 8 25-watt tungstens; 20 bracket pendents with 20 25-watt tungstens; 23 cord pendents with 23 25-watt tungstens; 4 art balls with a total of 800 watts tungsten		2,535	2,535
7 art brackets in lobby with 4 pendent stalactites and 1 upright ball each 35 40-watt tungstens		1,400	.....
Put 1 60-watt in each ball in place of 1 40-stalactite.			
No change		.....	1,540
Registry division:			
Lobby—			
3 fixtures with 5 pendent spheres each with 15 40-watt tungstens and 4 brackets with 1 pendent sphere each with 4 40-watt tungstens		760	760
Offices—			
4 6-light fixtures with 21 40-watt tungstens		840	.....
Change to 4 1-light fixtures with 4 100-watt tungstens		.....	400
General workroom—			
8 60-watt tungsten pendent with focusing holophane shades		480	480
Pendents over tables and cases with 55 40-watt tungstens and 100 25-watt carbons		4,700	.....
Change carbon lamps to tungstens as contemplated by chief electrician		.....	4,700
10 mercury vapor, estimated wattage		3,700	.....
Change to tungsten pendents, estimated wattage		.....	2,700
Cashier (post office):			
Lobby—			
6 6-light fixtures with 36 40-watt tungstens		1,440	.....
Change to 25-watt tungstens, keeping fixture as at present		.....	900
6 2-light desk standards with 12 40-watt tungstens		480	.....
Change to 25-watt tungstens		.....	300
Offices—			
8 40-watt pendents		320	320

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIRST FLOOR—continued.		
Cashier—Continued.		
Vault—		
1 3-light with 3 40-watt tungstens; 1 portable with 1 40-watt tungsten	160	160
General workroom—		
3 6-light fixtures with 18 40-watt tungstens	720	.....
Change to about 9 60-watt pendents	.....	540
8 60-watt pendents and 4 40-watt pendents	640	640
Inquiry division and customs mail:		
Lobby—		
8 fixtures with 5 pendent spheres each, and 25 40-watt tungstens; 5 brackets with 1 sphere each and 5 40-watt tungstens	1,200	1,200
Private office:		
1 6-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungstens	.....	60
General workroom:		
6 6-light fixtures with 20 40-watt tungstens; 1 4-light fixture with 3 40-watt tungstens; 1 3-light fixture with 3 40-watt tungstens	1,040	.....
Change to unit pendents suitably spaced, estimated wattage	.....	800
3 100-watt tungsten pendents	300	.....
Add about 200 watts for the area	.....	500
15 cord pendents with 15 40-watt tungstens, 5 shelf pendents with 5 40-watt tungstens	800	800
2 mercury vapor lamps over customs mail not used as series lighting gives sufficient general illumination	0	.....
Take out	.....	0
Open space next to customs mail (no lights)	0	.....
Add 2 250-watt tungsten units	.....	500
Examining tables, custom mail and cases, Inquiry Division. (*See under* Series Lighting.)		
Mail sorting and distributing rooms, Jackson Street side of building:		
Offices—		
1 6-light fixture with 6 40-watt tungstens; 1 4-light fixture with 4 40-watt tungstens	400	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
Letter distributing room—		
4 4-light fixtures with 16 40-watt tungstens	640	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
14 60-watt pendents with 14 60-watt tungstens	840	840
Lamps about open space; 1 500-watt pendent; 10 60-watt brackets	1,100	.....
Change to 4 250-watt units about 20 feet suspension with clear lamps and holophane intensive satin finish or equivalent shade	.....	1,000
12 mercury vapor lamps, estimated wattage	4,400	.....
Take out and substitute tungsten units with an estimated wattage of	.....	4,000
Registry, postage, and directory section—		
14 pendents over desk with 14 25-watt tungstens	350	350
City distributing section—		
3 4-light fixtures with 12 40-watt tungstens	480	.....
Change to 3 units with 3 60-watt tungstens	.....	180
3 60-watt pendents, 4 40-watt pendents with 3 60-watt tungstens and 4 40-watt tungstens	340	340

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIRST FLOOR—continued.		
Mail sorting and distributing rooms, Jackson Street side of building—Continued.		
City distributing section—Continued.		
Around open space: 6 60-watt brackets and 2 mercury vapor lamps, estimated wattage	1,100	.....
Omit mercury vapor lamps and brackets and substitute 4 250-watt tungsten units about 20 feet suspension with holophane intensive satin finish shades or equivalent	.....	1,000
9 mercury vapor lamps, estimated wattage	3,300	.....
Substitute tungsten units, estimated wattage	.....	2,500
SECOND-FLOOR ROOMS.		
This floor is used for the sorting of mail, and the different sections have not been listed separately. The wattage of the lamps is as follows:		
General working space:		
353 40-watt tungstens, cord pendents, old-type glass shades, suspended 9 feet 6 inches above the floor	14,120	
14 miscellaneous 40-watt tungsten pendent fixtures	560	
15 60-watt tungsten pendents with L. holophane shades, satin finish, suspended at various heights for trial	900	.....
26 cord pendents, with 25-watt carbon lamps	650	.....
8 pendents with 25-watt tantalum lamps	200	.....
Total	16,430	.....
The above pendents are fairly well located for general illumination. Such changes as are now being made by the chief electrician are in the right direction and should be proceeded with as experience may indicate.		
Substitute modern type, holophane satin finish, intensive shades, or equivalent for type now in use.		
Change lights in machine shop for tungstens, same wattage, total wattage	.....	16,430
11 mercury-vapor lamps estimated to have a wattage of about 370 watts per lamp	4,000	.....
Take out all mercury-vapor lamps and change to pendents with 40 or 60 watt tungstens; holophane or intensive or equivalent shades. Estimated wattage for general illumination to replace above	.....	2,000
Corridor:		
9 1-light fixtures with 9 40-watt; 4 1-light fixtures with 4 25-watt tungstens	460	460
Offices:		
2 3-light fixtures with 3 40-watt; 2 1-light fixtures with 2 60-watt tungstens	240	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
Total wattage for second floor, except as noted below	21,130	19,130
Lighting of cases, bag racks, sorting tables:		
The above figures do not include local lighting for cases, bag racks, and tables. See under separate heading for these items for the first and second floors.		
THIRD-FLOOR ROOMS.		
North wing:		
Nos. 308 and 309—		
1 5-light fixture with 5 40-watt tungstens; 1 4-light fixture with 4 40-watt tungstens	360	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 307—		
6 60-watt tungstens in 1 1-light pendents	360	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
THIRD-FLOOR ROOMS—continued.		
North wing—Continued.		
No. 307-A—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 306—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
Nos. 304 and 305—		
4 5-light fixtures with 20 40-watt tungstens; 6 4-light fixtures with 24 40-watt tungstens	1,760	.....
Change to 10 1-light fixtures with 10 60-watt tungstens	.....	600
No. 310—		
4 4-light fixtures with 16 40-watt tungstens; 1 1-light pendent sphere with 1 40-watt tungsten	680	.....
Change to 5 1-light fixtures with 5 60-watt tungstens	.....	300
No. 311—		
2 1-light cord pendents with 2 100-watt tungstens	200	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 312—		
2 1-light cord pendents with 2 100-watt tungstens	200	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 303—		
1 5-light fixture with 4 40-watt tungstens; 3 4-light fixtures with 12 40-watt tungstens	640	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 313—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 302—		
1 5-light fixture with 5 40-watt tungstens; 2 3-light fixtures with 4 40-watt tungstens; 2 4-light fixtures with 6 40-watt tungstens	600	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
Remove the 2 3-light fixtures and replace with 1 unit.		
No. 314—		
2 5-light fixtures with 10 40-watt tungstens	400	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 315—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 301—		
3 series of 50 watts each	150	150
No. 300-A—		
13 pendents with 13 40-watt tungsten lamps	720	.....
No change except install shades	.....	720
It is possible that series can be installed for part of the lighting	.....	[1] 720
No. 300—		
6 3-light fixtures with 8 40-watt tungstens	320	.....
Change to 6 1-light fixtures with 6 40-watt tungstens	.....	240
Men's toilet—		
3 3-light fixtures with 3 40-watt tungstens	120	.....
Change to 3 1-light fixtures with 3 40-watt tungstens	.....	120

[1] Estimated.

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
East wing: THIRD-FLOOR ROOMS—continued.		
No. 325—		
3 1-light fixtures with 3 40-watt tungstens	120	120
1 6-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
1 3-light-fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 326—		
1 4-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 327—		
1 5-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No 328—		
1 5-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 329—		
1 5-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 330—		
2 5-light fixtures with 10 40-watt tungstens	400	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 331—		
1 4-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 332—		
1 5-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 333—		
1 4-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 334—		
2 5-light fixtures with 10 40-watt tungstens	400	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 335—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
4 1-light fixtures with 4 40-watt tungstens	160	160
No. 336—		
1 3-light fixture with 3 40-watt tungstens; 2 4-light fixtures with 8 40-watt tungstens	440	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
2 1-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
3 cord pendents with 3 40-watt tungstens	120	120
No. 338—		
1 3-light fixture with 1 40-watt tungsten; 2 4-light fixtures with 8 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten	400	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
8 cord pendents over cases with 8 40-watt tungstens	320	320
No. 336—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
THIRD-FLOOR ROOMS—continued.		
West wing:		
Toilet—		
5 3-light fixtures with 15 40-watt tungstens; 3 2-light fixtures with 6 40-watt tungstens	840	.....
Change to 6 1-light fixtures with 1 40-watt tungsten; 2 2-light fixtures with 4 40-watt tungstens	.....	400
No. 376—		
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-wat t tungsten	.....	100
No. 377—		
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 377a—		
1 4-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 379—		
2 1-light fixtures with 2 40-watt tungstens; 3 fixtures, 1 pendent sphere each with 3 40-watt tungstens; 5 3-light fixtures with 11 40-watt tungstens and 1 5-light fixture with 5 40-watt tungstens and 1 4-light fixture with 4 40-watt tungstens.	1,000	.....
Change as follows: 3 pendent spheres O. K.; change 1 1-light fixture and 1 3-light fixture in file room to 2 1-light fixtures with 2 40-watt tungstens. Install 60-watt units in other 7 outlets	.....	620
No. 380—		
1 1-light fixture with 1 40-watt tungsten; 13 cord pendents with 13 40-watt tungstens	560	.....
Change to 13 1-light fixtures with 13 60-watt tungstens, 1 1-light fixture with 1 40-watt tungsten	.....	820
South wing:		
No. 350—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1-light fixture with 1 60-watt tungsten	.....	60
No. 351—		
1 6-light fixture with 6 40-watt tungstens	240	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 352—		
1 4-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 353—		
1 3-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 354—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 354A—		
1 1-light fixture with 1-40 watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 355—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
THIRD-FLOOR ROOMS—continued.		
South wing—Continued.		
No. 356—		
1 5-light fixture with 5 40-watt tungstens	200	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 1-light fixture with 1 40-watt tungsten	40	40
No. 357—		
1 5-light fixture with 6 40-watt tungstens	240	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 357A—		
2 fixtures with 5 pendent spheres, each with 9 40-watt tungstens	360	360
No. 358—		
3 fixtures with 1 pendent sphere with 6 40-watt tungstens; 3 fixtures with hemispheres with 6 40-watt tungstens; 1 2-light fixture with 2 40-watt tungstens	560	560
No. 358A—		
4 fixtures with 4 pendent spheres with 8 40-watt tungstens	320	320
No. 359—		
1 fixture with 5 pendent spheres with 5 40-watt tungstens	200	200
No. 360—		
1 4-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 361—		
1 3-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 362—		
2 5-light fixtures with 9 40-watt tungstens	360	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
2 1-light fixtures with 2 40-watt tungstens	80	80
No. 362A—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 363—		
2 5-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 3-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 363A—		
3 3-light fixtures with 9 40-watt tungstens	360	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
FOURTH-FLOOR ROOMS.		
No. 401—		
1 1-light fixture with 1 100-watt tungsten lamp	100	100
1 3-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 402—		
3 3-light fixtures with 7 40-watt tungstens	280	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 402A—		
2 3-light fixtures with 6 40-watt tungstens; 2 1-light fixtures with 2 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 2 60-watt and 2 40-watt tungstens	.....	200

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FOURTH-FLOOR ROOMS—continued.		
South wing—Continued.		
No. 403—		
13 brackets with 13 25-watt carbon lamps; 8 brackets with 8 10-watt carbon lamps.	405	.....
Change to 25-watt tantalum lamps	.....	525
34 4-light fixtures with 74 40-watt tungstens; 2 1-light fixtures with 2 40-watt tungstens	3,040	.....
Change to 25 1-light fixtures with 25 100-watt tungstens	.....	2,500
No. 403 (main room)—		
Omit the four existing fixtures and change the location of the four others as indicated on the plans: 2 1-light fixtures with 2 60-watt tungstens in small room No. 403-A; 2 1-light fixtures with 2 60-watt tungstens in vault; 3 1-light fixtures with 3 100-watt tungstens in lobby	.....	3,040
16 2-light desk standards with 32 25-watt lamps; 14 1-light cord pendents with 14 25-watt lamps; 20 adjustable standards over cases with 20 25-watt lamps	1,650	.....
No change with the possible exception of substitution of series lamps for adjustables over cases	.....	1,650
No. 404—		
1 3-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 404A—		
4 3-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 405—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 60-watt tungsten	.....	60
No. 406—		
4 1-light fixtures with 4 40-watt tungstens	160	.....
Change to 3 60-watt and 1 40-watt tungsten	.....	220
Toilet—		
1 3-light fixture with 1 40-watt tungsten; 3 2-light fixtures with 3 40-watt tungstens	160	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
East wing:		
No. 246 (lobby)—		
2 fixtures with 1 pendent sphere and 1 40-watt tungsten each; 5 fixtures with 3 pendent spheres and 3 40-watt tungstens each	680	680
No. 426A—		
2 fixtures with 4 pendent spheres with 4 40-watt tungstens each; 1 fixture with 3 pendent spheres with 3 40-watt tungstens each; 1 1-light fixture with 1 40-watt tungsten	480	480
No. 426 (vault)—		
1 1-light fixture with 1 40-watt tungsten	40	40
No. 426 (file room)—		
1 4-light fixture with 2 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten.	120	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 426 (main room)—		
25 4-light fixtures with 43 40-watt tungstens	1,720	.....
Change to 25 1-light fixtures with 25 60-watt tungstens	.....	1,500
No. 426 (corridor)—		
3 1-light desk standards and 4 2-light desk standards with 11 40-watt tungstens	440	.....
Change to 25-watt tungstens	.....	275

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FOURTH-FLOOR ROOMS—continued.		
East wing—Continued.		
Toilet—		
4 2-light fixtures with 4 40-watt tungstens	160	.....
Change to 4 1-light fixtures with 4 40-watt tungstens	.....	160
West wing:		
No. 475—		
1 1-light fixture with 1 40-watt tungsten	40	40
9 4-light fixtures with 27 40-watt tungstens	1,080	.....
Change to 9 1-light fixtures with 9 60-watt tungstens	.....	540
40 cord adjustables over cases with 1 25 wall lamp each	1,000	.....
Change to 8 series of 50 watts each	.....	400
Change 3 cord pendents to portable lamps	.....	75
No. 476—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 477—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 fixture, 4 pendent spheres with 4 40-watt tungstens	160	160
No. 478—		
4 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 479—		
3 4-light fixtures with 12 40-watt tungstens	480	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 480—		
2 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 fixture, 4 pendent spheres with 4 40-watt tungstens	160	160
1 1-light fixture with 1 40-watt tungsten	40	40
No. 481—		
2 4-light fixtures with 6 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten	280	.....
Change to 3 1-light fixtures, with 3 60-watt tungstens	.....	180
No. 482—		
This room has case file and the present lights are cord pendants in rows between the cases. The present arrangement is satisfactory; it may, however, be advantageous to substitute series lights in place of the 21 40-watt pendants. (This should be worked out by the chief electrician on the ground)	840	840
South wing:		
No. 450 (corridor)—		
8 fixtures with 1 pendant sphere each with 8 40-watt tungstens	320	320
13 1-light brackets with 13 25-watt tantalum lamps	325	325
No. 450 (main room)—		
3 cord pendants with 3 40-watt tungstens	120	120
29 4-light fixtures with 68 40-watt tungstens	2,720	.....
Change to 29 1-light fixtures with 29 60-watt tungstens	.....	1,740
2 2-light desk standards with 4 40-watt tungstens	160	160
No. 450 (cage)—		
4 pendent spheres with 4 40-watt tungstens	160	160

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FOURTH-FLOOR ROOMS—continued.		
South wing—Continued.		
No. 450 (vaults and toilets)—		
2 1-light fixtures and 1 2-light fixture with 4 40-watt tungstens	160	.....
Change to 3 1-light fixtures with 3 40-watt tungstens	.....	120
No. 451—		
4 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 451-A—		
2 3-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 452—		
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 454—		
1 1-light bracket with 1 40-watt tungsten	40	40
1 1-light bracket with 1 60-watt tungsten	60	60
1 3-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
2 fixtures, 1 pendent sphere each, with 2 40-watt tungstens	80	80
2 fixtures, 5 pendent spheres each, with 10 40-watt tungstens	400	400
FIFTH-FLOOR ROOMS.		
North wing:		
No. 500—		
2 1-light fixtures with 2 40-watt tungstens	80	80
4 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 501—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 502—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 503—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 504—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 6-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 505—		
1 5-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 506—		
1 5-light fixture with 3 40-watt tungstens; 1 4-light fixture with 3 40-watt tungstens	240	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTH-FLOOR ROOMS—continued.		
North wing—Continued.		
Nos. 507 and 508—		
4 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 509—		
4 5-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 510—		
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
1 1-light fixture with 1 40-watt tungsten	40	40
No. 510a—		
6 4-light fixtures with 12 40-watt tungstens	480	.....
Change to 6 1-light fixtures with 6 60-watt tungstens	.....	360
No. 511—		
1 1-light fixture with 1 pendent cord with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 512—		
3 1-light fixtures with 3 40-watt tungstens	120	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 513—		
12 4-light fixtures with 24 40-watt tungstens	960	.....
Change to 12 1-light fixtures with 12 60-watt tungstens	.....	720
6 pendents with 6 40-watt tungstens	240	240
East wing:		
No. 525—		
3 1-light fixtures with 3 40-watt tungstens	120	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 520—		
3 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 526a—		
1 5-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 526b—		
1 1-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 527—		
1 5-light fixture with 2 40-watt tungstens; 2 4-light fixtures with 4 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 528—		
4 5-light fixtures with 10 40-watt tungstens	400	.....
Change to 4 1-light fixtures with 4 100-watt tungstens	.....	400
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
3 1-light fixtures with 3 40-watt tungstens	120	120
No. 529—		
1 1-light fixture with 1 40-watt tungsten	40	40
3 3-light fixtures with 4 40-watt tungstens, and 3 4-light fixtures with 6 40-watt tungstens	400	.....
Change to 6 1-light fixtures with 6 60-watt tungstens	.....	360

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
East wing—Continued. FIFTH-FLOOR ROOMS—continued.		
No. 529—Continued.		
2 5-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 530—		
1 1-light fixture with 1 40-watt tungsten; 3 4-light fixtures with 6 40-watt tungstens	280	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 531—		
3 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
Toilet—		
4 3-light fixtures with 4 40-watt tungstens	160	.....
Change to 4 1-light fixtures with 4 40-watt tungstens	.....	160
West wing:		
No. 575—		
3 4-light fixtures with 8 40-watt tungstens; 1 3-light fixture with 1 40-watt tungsten	360	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
1 2-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
No. 575a—		
2 4-light fixtures with 4 40-watt tungstens and 1 60-watt tungsten	220	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 576—		
1 4-light fixture with no lamps	.....	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 577—		
1 3-light fixture with no lamps	.....	.....
2 4-light fixtures with 3 40-watt tungstens	120	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 579—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
1 3-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 580—		
2 fixtures with 5 pendent spheres each with 10 40-watt tungstens	400	400
No. 581—		
1 3-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 582—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 583—		
1 2-light fixture with 2 40-watt tungstens; 4 4-light fixtures with 8 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten	440	.....
Change to 6 1-light fixtures with 6 60-watt tungstens	.....	360

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
West wing—Continued. FIFTH-FLOOR ROOMS—continued.		
No. 584—		
1 1-light fixture with 1 40-watt tungsten	40	40
No. 584—		
1 6-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 585—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 40-watt tungstens	.....	80
No. 586—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 587—		
3 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
Storeroom—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
South wing:		
No. 550—		
1 2-light fixture with 2 40-watt tungstens; 1 3-light fixture with 1 40-watt tungsten; 4 4-light fixtures with 9 40-watt tungstens; 1 5-light fixture with 3 40-watt tungstens	600	.....
Change to 7 1-light fixtures with 6 60-watt tungstens and 1 100-watt tungsten for the 5 1-light fixtures	.....	460
Nos. 551–552—		
2 1-light fixtures with 2 40-watt tungstens	80	80
2 3-light fixtures with 2 40-watt tungstens; 4 4-light fixtures with 8 40-watt tungstens	400	.....
Change to 6 1-light fixtures with 6 60-watt tungstens	.....	360
No. 553—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 1-light fixture with 1 40-watt tungsten	40	40
No. 553A—		
1 1-light fixture with 1 40-watt tungsten	40	40
No. 554—		
2 1-light fixtures with 2 40-watt tungstens	80	.....
Change to 1 60-watt and 1 40-watt tungsten	.....	100
2 4-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 555—		
1 1-light fixture with 1 40-watt tungsten	40	40
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 556—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tuugstens	.....	120
No. 557—		
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 1-light fixture with no lamps	.....	.....
Install 1 40-watt tungsten	.....	40

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTH-FLOOR ROOMS—continued.		
South wing—Continued.		
No. 558—		
1 6-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
1 1-light fixture with 1 40-watt tungsten	40	40
No. 559—		
1 3-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 560—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 561—		
1 1-light fixture with 1 40-watt tungsten	40	40
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 562—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 3-light fixture with 1 40-watt tungsten; 2 5-light fixtures with 4 40-watt tungstens	200	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 563—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 3-light fixture with 1 40-watt tungsten; 2 4-light fixtures with 4 40-watt tungstens	200	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 564—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 3-light fixture with 1 40-watt tungsten; 2 1-light fixtures with 1 40-watt tungsten	80	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 565—		
2 1-light fixtures with 2 40-watt tungstens	80	80
1 3-light fixture with 2 40-watt tungstens; 2 4-light fixtures with 4 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 566—		
2 1-light fixtures with 2 40-watt tungstens	80	80
2 4-light fixtures with 8 40-watt tungstens; 1 3-light fixture with 3 40-watt tungstens	440	.....
Change to 3 1-light fixtures with 1 60-watt and 2 100-watt tungstens	.....	260
No 567—		
1 3-light fixture with 3 40-watt tungstens; 3 4-light fixtures with 9 40-watt tungstens	480	.....
Change to 4 1-light fixtures with 1 50-watt and 3 100-watt tungstens	.....	350
North wing:		
No. 600—		
1 1-light fixture with 1 40-watt tungsten; 8 4-light fixtures with 16-40-watt tungstens	680	.....
Change to 9 1-light fixtures with 9 60-watt tungstens	.....	540
No. 601—		
3 5-light fixtures with 4 40-watt tungstens	160	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTH-FLOOR ROOMS—continued.		
North wing—Continued.		
No. 602—		
2 2-light fixtures with 3 40-watt tungstens	120	.....
Change to 2 1-light fixtures with 1 60-watt tungsten and 2 40-watt tungstens	.....	140
2 5-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 604—		
2 fixtures, 3 pendent spheres; 1 fixture, 5 pendent spheres; a table standard with a total of 12 40-watt tungstens	480	480
No. 602a—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
2 1-light fixtures with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
No. 605—		
2 4-light fixtures with 4 40-watt tungstens, 1 6-light fixture with 2 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 100-watt tungsten lamps	.....	300
No. 606—		
3 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
No. 606—		
2 1-light fixtures with 2 40-watt tungstens	80	80
East wing:		
No. 625—		
2 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
1 2-light fixture with no lamps. Remove.		
No. 625A—		
2 1-light fixtures with 2 25-watt carbon lamps	50	.....
Change to 2 25-watt tungstens	.....	50
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 3 1-light fixtures with 3 60-watt tungstens, adding 1 fixture	.....	180
No. 626—		
2 fixtures, 4 pendent spheres; 1 fixture, 6 pendent spheres; with a total of 14 40-watt tungstens	560	560
3 1-light fixtures with 3 40-watt tungstens	120	120
No. 628—		
3 4-light fixtures with 6 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
1 1-light fixture with 1 40-watt tungsten	40	40
No. 629—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 3 1-light fixtures with 2 60-watt tungstens and 1 40-watt tungsten, adding 1 fixture	.....	160
1 1-light fixture with no lamps	.....	.....
No change except install 1 25-watt tungsten	.....	25

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTH-FLOOR ROOMS—continued.		
East wing—Continued.		
Toilet—		
1 3-light fixture; 2 4-light fixtures with 2 40-watt tungstens	80	.....
Change to 3 1-light fixtures with 3 40-watt tungstens	.....	120
West wing:		
No. 675—		
2 4-light fixtures with 8 40-watt tungstens	320	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 675-A—		
2 1-light fixtures with 2 25-watt carbon lamps	50	.....
Change to 2 1-light fixtures with 25-watt tungstens	.....	50
3 4-light fixtures with 7 40-watt tungstens	280	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
No. 676—		
6 fixtures with 3 pendent spheres each with 18 40-watt tungstens	720	720
4 1-light fixtures with 3 40-watt tungstens	120	.....
Remove one fixture in toilet; others O. K.	.....	120
1 table standard with 1 40-watt tungsten	40	40
No. 678—		
2 1-light fixtures with 2 25-watt carbon lamps	50	.....
Change to 2 1-light fixtures with 2 25-watt tungstens	.....	50
4 3-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
No. 679—		
6 3-light fixtures with 12 40-watt tungstens	480	.....
Change to 6 1-light fixtures with 6 60-watt tungstens	.....	360
South wing:		
No. 650—		
1 3-light fixture with 2 40-watt tungstens; 7 4-light fixtures with 14 40-watt tungstens	640	.....
Change to 9 1-light fixtures with 9 60-watt tungstens; add one fixture	.....	540
4 2-light desk standards with 8 40-watt tungstens	320	.....
Change to 8 25-watt tantalum lamps	.....	200
No. 651—		
1 3-light fixture with 1 40-watt tungsten and 2 5-light fixtures with 4 40-watt tungstens	200	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
No. 652—		
2 2-light fixtures with 3 40-watt tungstens	120	.....
Change to 2 1-light fixtures with 1 40-watt and 1 60-watt tungsten lamp	.....	100
2 5-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 654—		
2 fixtures with 3 pendent spheres, 1 fixture with 5 pendent spheres, 1 table lamp, making a total of 12 40-watt tungstens	480	480
No. 654a—		
2 1-light fixtures with 2 40-watt tungstens	80	.....
Remove 1 fixture and leave 1 40-watt tungsten	.....	40
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTH-FLOOR ROOMS—continued.		
South wing—Continued.		
No. 655—		
2 4-light fixtures with 4 40-watt tungstens and 6 1-light fixtures with 2 40-watt tungstens	240	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
No. 656—		
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
1 1-light fixture with 1 25-watt carbon lamp	25	.....
Change to 1 25-watt tungsten	.....	25
Court rooms—		
20 6-light wall brackets with 5 25-watt carbon lamps and 1 60-watt tungsten; center lights, 36 40-watt tungstens in ceiling; side lights, 22 60-watt tungstens in ceiling; total for each court room, 6,460, or for the 4 court rooms (these rooms are excellently lighted and no change should be made)	25,840	25,840
SEVENTH-FLOOR ROOMS.		
North wing:		
Nos. 700 to 702—		
Not seen	[1] 400	[1] 400
Nos. 703 to 706—		
1 2-light fixture with 2 40-watt tungstens	80	80
3 3-light fixtures with 3 40-watt tungstens; 21 4-light fixtures with 35 40-watt tungstens	1,520	.....
Change to 24 1-light fixtures with 24 60-watt tungstens	.....	1,440
2 fixtures, hemispheres, with 2 40-watt tungstens	80	80
3 fixtures with 3 spheres each with 9 40-watt tungstens	360	360
3 1-light fixtures in vault with 3 40-watt tungstens	120	120
No. 705. Rigid shelf pendent with no lamps	.....	.....
East wing:		
No. 725—		
6 4-light fixtures with 12 40-watt tungstens	480	.....
Change to 10 1-light fixtures with 10 60-watt tungstens, adding 4 fixtures	.....	600
1 3-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 1-light fixture with 1 40-watt tungsten	40	40
No. 725A—		
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 2 25-watt tungstens	.....	50
2 fixtures, 5 spheres with 10 40-watt tungstens	400	400
No. 726—		
2 3-light fixtures with 2 40-watt tungstens; 1 2-light fixture with 1 40-watt tungsten	120	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 727—		
1 4-light fixture, with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
4 cord pendants, with 4 40-watt tungstens	160	.....
Change to 4 1-light fixtures with 4 40-watt tungstens	.....	160
No. 728—		
1 4-light fixture with 4 40-watt tungstens	160	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
8 cord pendants with 8 40-watt tungstens	320	.....
Change to 8 1-light fixtures with 8 40-watt tungstens	.....	320

[1] Estimated.

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
SEVENTH-FLOOR ROOMS—continued.		
South wing:		
No. 750—		
2 2-light fixtures with 2 40-watt tungstens	80	80
1 3-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 751—		
2 1-light fixtures with 2 25-watt tungstens	50	50
2 fixtures, 3 spheres each, with 6 40-watt tungstens	240	240
No. 752—		
2 1-light fixtures with 2 25-watt tungstens	50	50
2 fixtures, 3 spheres each, with 6 40-watt tungstens	240	240
No. 753—		
2 1-light fixtures with 2 25-watt tungstens	50	50
2 fixtures, 3 spheres each, with 6 40-watt tungstens	240	240
No. 755—		
2 1-light fixtures with 2 25-watt tungstens	50	50
No. 755—		
2 fixtures, 3 spheres each with 6 40-watt tungstens	240	240
No. 756—		
1 1-light fixture with 1 40-watt tungsten	40	40
1 2-light fixture with 2 25-watt tungstens	50	50
1 3-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 754—		
4 3-light fixtures with 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 60-watt tungstens	.....	240
8 4-light fixtures with 16 40-watt tungstens	640	.....
Change to 8 1-light fixtures with 8 100-watt tungstens	.....	800
1 1-light fixture with 1 40-watt tungsten	40	40
West wing:		
No. 775—		
4 fixtures with 4 spheres each with 16 40-watt tungstens	640	640
1 desk portable with 1 40-watt tungsten	40	40
No. 776—		
2 fixtures, 1 hemisphere each, with 2 40-watt tungstens	80	80
No. 777—		
6 fixtures, 3 spheres each, with 10 40-watt tungstens	400	.....
Change by installing spheres and lights now left after making change 18 40-watt tungstens	.....	720
No. 778—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
2 1-light fixtures with 2 40-watt tungstens	80	80
No. 779		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 780—		
4 3-light fixtures with 11 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten	480	.....
Change to 5 1-light fixtures with 5 60-watt tungstens	.....	300
1 court room:		
This room is estimated to contain the same wattage of lamps as the court room on the sixth floor. (This room is excellently lighted and no change should be made.)	6,460	.....

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
EIGHTH-FLOOR ROOMS.		
North wing:		
No. 805—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
2 1-light fixtures with 2 40-watt tungstens	80	80
No. 804a—		
4 4-light fixtures with 16 40-watt tungstens	640	.....
Change to 4 1-light fixtures with 4 100-watt tungstens	.....	400
2 1-light fixtures with 2 40-watt tungstens	80	80
No. 804b—		
1 3-light fixture with 3 40-watt tungstens; 1 1-light fixture with 1 40-watt tungsten	160	.....
Change to 2 1-light fixtures with 2 40-watt tungstens	.....	80
No. 804c—		
1 3-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
5 1-light fixtures with 5 40-watt tungstens	200	.....
Change to 4 25-watt tungstens and 1 40-watt tungsten	.....	140
No. 804d (machinery room)—		
4 portables	100	100
No. 804—		
4 4-light fixtures with 8 40-watt tungstens; 3 3-light fixtures with 9 40-watt tungstens; 1 5-light fixture with 4 40-watt tungstens	840	.....
Change to 8 1-light fixtures with 8 100-watt tungstens	.....	800
3 1-light pendents	75	75
No. 806—		
3 fixtures with 4 spheres each with 12 40-watt tungstens	480	480
No. 807—		
4 1-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 40-watt tungstens and 2 60-watt tungstens	.....	200
No. 901—		
5 1-light fixtures with 5 40-watt tungstens	200	.....
Change to 3 40-watt tungstens and 2 60-watt tungstens	.....	240
No. 801a—		
2 1-light fixtures with 2 40-watt tungstens; 1 4-light fixture with 4 25-watt carbons	180	.....
Change to 3 1-light fixtures with 2 60-watt and 1 40-watt tungstens	.....	160
No. 804—		
1 1-light fixture with 1 40-watt tungsten	40	40
No. 802—		
This room is fixed for indirect lighting, total watts	720	.....
Change to 3 1-light fixtures with 3 100-watt tungstens	.....	300
10 glass transparencies illuminated with 4 40-watt tungstens at the bottom of each picture	1,600	.....
Change to 2 series of 50 watts each at bottom of each picture, or 1 at bottom and 1 at top, preferably the latter. Place lamps in continuous trough reflectors	.....	1,000
No. 803—		
4 4-light fixtures with 8 40-watt tungstens; 2 1-light fixtures with 2 40-watt tungstens	400	.....
Change to 4 1-light fixtures with 4 100-watt tungstens and place 2 25-watt tungstens in the 1-light fixtures	.....	450

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
EIGHTH-FLOOR ROOMS—continued.		
South wing:		
No. 850—		
Not seen; estimated to contain 8 40-watt tungstens	320	.....
Change to 4 1-light fixtures with 4 100-watt tungstens	.....	400
No. 851—		
2 3-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 852—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 853—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 854—		
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 855—		
1 4-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 856—		
1 4-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungstens	.....	100
No. 857—		
2 4-light fixtures with 4 40-watt tungstens and 1 60-watt tungsten	220	.....
Change to 1 1-light fixture with 2 100-watt tungstens	.....	200
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 1-light fixtures with 2 60-watt tungstens	.....	120
No. 858—		
2 2-light fixtures with 1 40-watt tungsten; 1 3-light fixture with 1 40-watt tungsten; 2 4-light fixtures with 4 40-watt tungstens	240	.....
Change to 5 1-light fixtures with 5 60-watt tungstens	.....	300
Machinery room—		
4 portables	100	100
No. 859—		
2 4-light fixtures with 6 40-watt tungstens; 1 3-light fixture with 2 40-watt tungstens	320	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
East wing:		
No. 875—		
5 5-light fixtures with 9 40-watt tungstens	360	.....
Change to 5 1-light fixtures with 2 60-watt and 3 40 watt tungsten lamps	.....	240
1 2-light and 1 1-light fixture with 2 40-watt tungstens	80	.....
Fill all outlets with 25-watt tungsten lamps	.....	75
No. 876—		
2 4-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 100-watt tungstens	.....	200
No. 877—		
1 1-light fixture with 1 60-watt tungsten	60	60
No. 878—		
2 1-light fixtures with 2 40-watt tungstens	80	80
5 3-light fixtures with 15 40-watt tungstens; 2 3-light fixtures with 6 40-watt tungstens	840	.....
Change to 7 1-light fixtures with 2 100-watt and 6 60-watt lamps	.....	560

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
EIGHTH-FLOOR ROOMS—continued.		
East wing—Continued.		
No. 880—		
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
1 1-light fixture with 1 40-watt tungsten	40	40
Machinery room—		
4 cord portables	100	100
No. 881—		
3 3-light fixtures with 3 40-watt tungstens	120	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
Toilet—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 2-light fixture with 1 40-watt tungsten	40	.....
Change to 1 1-light fixture with 1 40-watt tungsten	.....	40
West wing:		
No. 825—		
3 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 3 1-light fixtures with 3 60-watt tungstens	.....	180
No. 826—		
5 4-light fixtures with 10 40-watt tungstens; 2 3-light fixtures with 4 40-watt tungstens	560	.....
Change to 7 1-light fixtures with 7 60-watt tungstens	.....	420
6 1-light fixtures with 6 40-watt tungstens	240	240
No 827—		
1 4-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 828—		
1 3-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 60-watt tungsten	.....	60
No. 829—		
1 4-light fixture with 2 40-watt tungstens	80	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 830—		
1 5-light fixture with 3 40-watt tungstens	120	.....
Change to 1 1-light fixture with 1 100-watt tungsten	.....	100
No. 831—		
1 fixture with 4 spheres with 4 40-watt tungstens	160	160
No. 832—		
1 fixture with 4 spheres with 4 40-watt tungstens	160	160
1 1-light fixture with 1 40-watt tungsten	40	40
No. 833—		
2 5-light fixtures with 3 40-watt tungstens	200	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 1-light fixture with 1 25-watt tungsten	25	25
No. 826b—		
2 3-light fixtures with 2 40-watt tungstens	80	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
1 1-light fixture with 1 40-watt tungsten	40	40
No. 826c—		
2 3-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures with 2 60-watt tungstens	.....	120
No. 826d—		
2 4-light fixtures with 4 40-watt tungstens	160	.....
Change to 2 1-light fixtures 2 60-watt tungstens	.....	120

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
NINTH-FLOOR ROOMS.		
This floor includes gallery around rotunda, machinery rooms, and storage places.		
2 3-light fixtures; 3 2-light fixtures; 16 2-light brackets and 12 cord drops; these fixtures contain 1 40-watt tungsten and 47 25-watt carbons	1,215	1,215
TENTH-FLOOR ROOMS.		
This floor contains gallery around dome only.		
10 2-light fixtures with 32 25-watt carbons (there are approximately 200 outlets around the open space for illuminating the sky around the rotunda; these lights have been omitted and should not be replaced)	800	.....
ELEVENTH-FLOOR ROOMS.		
Railway Mail Service:		
6 2-light fixtures; 3 6-light fixtures; 2 3-light fixtures; 5 1-light fixtures; 27 cord pendents, total wattage	1,920	1,920
THIRTEENTH-FLOOR ROOMS.		
Civil Service Commission:		
3 2-light fixtures, with 3 25-watt carbons; 19 3-light fixtures, with 57 40-watt tungstens; 2 4-light fixtures, with 8 40-watt tungstens; 4 1-light fixtures, with 4 40-watt tungstens; 1 5-light fixture, with 5 40-watt tungstens; 2 2-light brackets, with 4 40-watt tungstens; 5 cord pendents, with 5 40-watt tungstens	3,395	.....
Change as follows: Lay out examination rooms with 1-light fixtures, with 1 40-watt tungsten, bowl frosted with holophane or equivalent I shades, satin finish. Pendents to be arranged so that the distances between them each way will be 6 to 7 feet; suspension above floor, 8 feet 6 inches. The arrangement of the fixtures in the other rooms is satisfactory. Estimated that the above arrangement will decrease the wattage of lamps on this floor about 400 to 500	.....	2,900
FOURTEENTH-FLOOR ROOMS.		
Weather Bureau:		
23 3-light fixtures, with 38 40-watt tungstens: 6 4-light fixtures, with 18 40-watt tungstens; 1 5-light fixture, with 5 40-watt tungstens; 10 1-light fixtures, with 10 25-watt lamps; 13 cord pendents, with 13 40-watt tungstens	3,210	.....
Change as follows: Instrument in exhibit room, install 11 1-light fixtures in place of the present 3 and 4 light fixtures; equip each fixture with 1 100-watt tungsten, bowl frosted, and 1 holophane or equivalent I shade, satin finish. Suspension 8 feet 6 inches above the floor.		
Exhibit office:		
Use 3 1-light fixtures, with 60-watt tungstens	.....	.....
General office:		
Use 4 1-light fixtures, with 4 60-watt tungstens	.....	.....
Private office:		
Use 3 1-light fixtures, with 60-watt tungstens	.....	.....
Research room:		
Use 1 1-light fixture, with 1 100-watt tungsten	.....	.....
Mailing room:		
Use 2 1-light fixtures, with 2 60-watt tungstens	.....	.....
Composing room:		
Use 2 1-light fixtures, with 2 60-watt tungstens	.....	.....
The 1-light fixtures recommended for the above rooms are to take the place of the present 3 5-light fixtures. The existing 1-light fixture pendents and fixtures in the hallway should remain as at present	.....	2,810

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
FIFTEENTH AND SIXTEENTH FLOOR ROOMS.		
These two floors are used for storage purposes and have but few fixtures They were not examined and have not been listed.		
SERIES LIGHTING FOR BAG RACKS, LETTER-SORTING CASES, MAIL-SORTING TABLES, AND EXAMINING TABLES, ETC.		
First and second floors.		
Letter cases, second floor:		
22 sets of cases on which series lighting has been installed; original wattage, estimated	2,000	.....
Present wattage with series	.....	1,100
46 sets of cases wired, but not in use—		
Present wattage	3,700	.....
When in use with series	.....	2,300
109 on which work has not been started—		
Present wattage	9,725	.....
Estimated wattage when in use with series	.....	5,500
Of the above 109, about 39 are equipped at present with two 25-watt carbon lights each. A large number of these can not be changed over advantageously, as the cases are not adjacent to each other. This has been allowed for in the estimated wattage. Equip such cases with fixed brackets and 25-watt tungsten lamps.		
Letter cases:		
21 sets of cases on which series lighting has been installed—		
Original wattage, estimated	1,800	.....
Present wattage with series	.....	1,050
143 sets of cases on which series can be installed, but on which work has not been started—		
Present wattage, 511 25-watt carbon lamps	12,275	.....
Estimated wattage when in use with series, 143 50-watt tungstens	.....	7,150
Special cases, inquiry division, first floor:		
Present wattage, 14 25-watt carbons	350	.....
Install 4 series of 50 watts	.....	200
Bag racks, second floor:		
2 racks on which series have been installed; original wattage, estimated	200	.....
Present wattage with series	.....	100
61 racks on which series can be installed, but on which work has not been started	5,600	.....
Estimated wattage with series (some racks will probably require more than 50 watts each)	.....	3,600
Bag racks, first floor:		
13 racks on which series can be installed but on which work has not been started—		
Present wattage	1,550	.....
Wattage when in use with series	.....	650
Sorting tables, second floor:		
1 table on which series has been installed—		
Estimated wattage	75	.....
Present wattage with series	.....	50
14 tables on which series can be installed but on which work has not been started—		
Present wattage	950	.....
Estimated wattage with series	.....	700
Tables under carrier, second floor:		
7 tables on which series can be installed but on which work has not been started—		
Present wattage	700	.....
Wattage with series	.....	350

TABLE No. 1—Continued.

	Wattage of lamps.	
	Present.	Recommended.
SERIES LIGHTING FOR BAG RACKS, LETTER-SORTING CASES, MAIL-SORTING TABLES, AND EXAMINING TABLES, ETC.—continued		
First and second floors—Continued.		
Tables, customs examining, first floor:		
3 single tables and 6 double tables are in process of having series installed (3 of these tables are now in use)—		
Original wattage	1,680	.....
Wattage with series	.....	1,000

DESK PORTABLES.

Rigid standards on counters and desks and pendents over desks are included under the rooms in question. This applies also to such portables as have been fastened to letter distributing cases, etc. These have been considered under "Series lighting." Two types of desk portables are used: The Dale with green enameled glass shades, with two sizes of shades, and the Universal with small metal shades, aluminum finish inside.

The fixtures in use by floors are as follows:

[Where connected to fixture by cords they are preceded by the word "Cord." When connected to floor, wall, or baseboard outlets, they are preceded by the word "Base."]

	Cord Dale.	Base Dale.	Cord Universal.	Base Universal.
Basement	3	.....	1	1
First floor	4	81	7	41
Second floor	5	.....	5	2
Third floor	44	74	25	86
Fourth floor	82	106	77	74
Fifth floor	36	57	29	25
Sixth floor	12	2	6	8
Seventh floor	16	1	15	24
Eighth floor	33	31	18	20
Ninth floor	4	.....	37	.....
Tenth floor	None.	.....	.....	.....
Eleventh floor	2	.....	.....	6
Twelfth floor	.....	.....	1	1
Thirteenth floor	1	.....	.....	.....
Fourteenth floor	.....	3	.....	3
Total	242	355	221	291

Total number of Dale portables	597
Total number of Universal portables	512
	1,109
Total number of portables with cord connection to fixture	463
Total number of portables with connection to base outlet	646
	1,109

Change as described in body of report.

Present wattage: 109 25-watt carbon or tantalum lamps	27,725
Wattage as recommended: 109 25-watt tantalum lamps	27,725

TABLE NO. 2.—*Motors on power meter.*

Number of motors.	Capacity.	Class of service.	Hours used daily.	Location.
			Hours.	
1	3¾ horsepower	Mail lift	24	Second floor.
1	3 horsepower	Economizer	24	Boiler room.
1	do	Mail conveyor	13	Under sidewalk.
1	do	do	13	Do.
1	do	do	13	Do.
1	do	Mail lift	10	Second floor.
1	do	Mail carrier	10	Do.
1	do	do	10	Do.
1	2 horsepower	Pump	1½	Boiler room
1	do	Mail conveyor	13	Under sidewalk.
1	do	do	13	Do.
1	do	do	13	Do.
1	do	Pump	½	Do.
1	do	Paper cutter	3	Room No. 300.
1	do	do	5	Subtreasury.
1	do	Mail carrier	11	Second floor.
1	do	do	11	Do.
1	do	Mail lift	2	Do.
1	do	Printing	4	Post-office subway division.
1	do	do	2	Weather bureau.
1	do	Pump	3	Ninth floor.
1	do	do	3	Do.
1	do	Mail carrier	9	Fourth floor, post-office money-order division.
2	do	In storage	.....	Ninth floor.
1	1½ horsepower	Ventilation	8	Custom office.
1	do	do	16	Registry division, basement.
1	do	do	8	First floor, city division.
1	do	do	(1)	Post-office supply division.
1	do	Paper cutter	4	Do.
1	do	Printing	1½	Room No. 300.
1	1 horsepower	Mail carrier	6	Second floor.
1	do	Machine work	1	Basement.
1	do	Printing	2	Weather bureau.
1	½ horsepower	Ventilation	8	Subtreasury.
1	do	do	8	Do.
1	do	do	8	Do.
1	do	Floor lift	¼	Do.
1	do	do	¼	Do.
1	do	do	¼	Do.
1	do	Machine work	1	Carpenter shop.
1	do	Printing	8	Post-office supply division.
1	do	do	2	Weather bureau.
1	do	Canceling machine	5	Subtreasury.
1	¼ horsepower	Printing	1	Room No. 300.
1	do	Motor generator	[2] 9¼	Pneumatic tubes.
1	35 horsepower	Air compressor	[3] ¼	Pump room.
1	do	do	(1)	Do.
1	do	Blower	(1)	Bagroom.
1	30 horsepower	Air washer	8½	Pump room.
1	do	Ventilation	24	Ninth floor.
1	20 horsepower	do	12	Do.

[1] Used occasionally. [2] In 2 days. [3] Per week.

TABLE No. 2.—*Motors on power meter*—Continued.

Number of motors.	Capacity.	Class of service.	Hours used daily.	Location.
			Hours.	
1	19 horsepower	Ventilation	12	Ninth floor.
1	17 horsepower	do	24	Pump room.
1	do	do	24	Do.
1	do	do	24	Do.
1	do	do	24	Do.
1	do	do	24	Do.
1	do	do	24	Do.
1	do	do	12	Do.
1	do	do	12	Do.
1	13 horsepower	do	8½	Do.
1	do	do	8½	Do.
1	do	do	8	Ninth floor.
1	do	do	8	Do.
1	do	do	8	Do.
1	do	do	8	Do.
1	do	do	8	Do.
1	do	do	8	Do.
1	11 horsepower	do	8	Do.
1	10 horsepower	Mail lifts	16	Second floor.
1	do	do	16	Do.
1	do	do	16	Do.
1	do	do	16	Do.
1	do	Blower	9½	Bag room.
1	do	Pump	1½	Pump room.
1	do	do	12	Do.
1	do	do	12	Do.
1	do	Ventilation	8	Boiler room.
1	do	do	(1)	Do.
1	7½ horsepower	Pump	4	Pump room.
1	do	do	(1)	Do.
1	do	Ventilation	[2] 24	Boiler room.
1	do	Circular saw	4	Carpenter shop.
1	do	Mail carrier	14	Second floor.
1	do	do	14	Do.
1	do	do	(1)	Do.
1	do	Mail lift	24	First floor, city division.
1	5 horsepower	Ash hoist	1	Boiler room.
1	do	Machine work	6½	Basement, machine shop.
1	do	do	10	Second floor, machine shop.
1	do	do	10	Do.
1	do	Mail carrier	6	Second floor.
1	do	Pneumatic tubes	6	Do.
1	do	Ventilation	10	Ninth floor.
1	1 horsepower	Mail carrier	9½	Second floor.
1	do	do	18	First floor.
2	¾ horsepower	Elevator signals	18	Ninth floor.
1	do	Printing	7	Cashier's office.
1	½ horsepower	Canceling machine	1	Subtreasury.
1	do	Pump	8	Second floor.
0	do	Mail conveyors	8	Do.
3	do	Mail carrier	8	Do.
2	do	Envelope openers	4	In offices.

[1] Used occasionally.

[2] For 3 months.

TABLE No. 2.—*Motors on power meter*—Continued.

Number of motors.	Capacity.	Class of service.	Hours used daily.	Location.
			Hours.	
25	½ horsepower	Canceling machine	7	First and second floors.
1	⅓ horsepower	Breast drill	1	Electrician's shop.
1	do	Machine work	1	Pneumatic tube room.
1	do	Port buffer	¼	Electrician's shop.
1	½ horsepower	Shade washer	8	Do.
1	¼ horsepower	Printing	2	Post-office supply depot.
1	5/16 horsepower	Breast drill	1	Mail box repair shop.
1	⅛ horsepower	Addressograph	8	Weather bureau.
1	do	Telegraph motor generator	24	Second floor.
1	⅛ horsepower	Addressographs	8	Room No. 706.
24	1/10 horsepower	Adding machine	8	In offices.
2	do	Envelope sealer	1	Do.
2	do	Folding machine	1	Do.
3	do	Electric phonographs	1	Do.
105		16-inch fans		Do.
38		12-inch fans		Do.
1		8-inch fan		Do.
1	4 ampere	Sterilizer	1	Room No. 575.
1	2½ ampere	Stereopticon machine	2	Reclamation Service.
1	14 ampere	Electric heater	1½	Basement.
1	2 ampere	do	8	Registry Division.
[illegible]	11 cell	Storage batteries		Second floor.
[illegible]	3 cell	do		Fourteenth floor.
2	2 cell	do		Do.
73	½ ampere	Magnet coils for elevator signals.		Ninth and sixteenth floors.
1	50 watt	Triple register	24	Fourteenth floor.
1	do	Single register	24	Do.
1	do	Telegraph termoscope	24	Do.
1	3 horsepower	Floor groover		
1	1 horsepower			Electrician's shop.
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TABLE No. 3.—*Light and power.*

[Consumption kilowatts.]

Months.	Fiscal years—					
	1912	1911	1910	1909	1908	1907
July	98,840	88,690	94,620	103,250	86,280	.....
August	100,340	93,535	88,150	97,910	87,460	.....
September	105,860	98,830	97,000	98,300	86,110	.....
October	117,240	106,040	100,270	111,790	99,650	.....
November	115,590	112,360	108,140	116,830	104,870	.....
December	127,080	121,590	124,720	129,890	112,940	.....
January	123,970	111,980	120,730	131,580	129,190	130,130
February	.....	111,510	106,290	120,070	124,840	118,580
March	.....	109,960	103,110	131,200	123,650	108,840
April	.....	102,980	97,850	127,630	123,670	98,500
May	.....	110,480	96,520	106,510	112,250	86,010
June	.....	106,250	92,580	101,060	139,560	83,320
Total	.....	1,274,205	1,229,980	1,376,020	1,330,470	625,380
Value	$15,533.19	$25,810.79	$25,377.34	$32,865.32	$40,000.20	$38,728.20

1906 wattage not kept, $44,102.69.

FISCAL YEAR 1907.

	Kilowatt hours.	Amount.		Kilowatt hours.	Amount.
1906.			1907.		
July	.....	$2,783.30	January	130,130	$3,903.90
August	.....	2,876.40	February	118,580	3,557.40
September	.....	3,012.00	March	108,840	3,265.20
October	.....	3,480.00	April	98,500	2,955.00
November	124,250	3,727.50	May	86,010	2,580.30
December	136,290	4,088.70	June	83,320	2,499.60
			Total	.....	38,728.20

FISCAL YEAR 1908.

1907.			1908.		
July	86,280	$2,588.40	January	129,190	$3,875.70
August	87,460	2,623.80	February	124,840	3,745.20
September	86,110	2,583.30	March	123,650	3,795.60
October	99,650	2,989.50	April	123,670	3,710.10
November	104,870	3,146.10	May	112,250	3,367.50
December	112,940	3,388.20	June	139,560	4,186.80
			Total	.....	40,000.20

Minimum bill $40,000 to be paid whether used or not; current, 3 cents net.

TABLE No. 3.—*Light and power*—Continued.

FISCAL YEAR 1909.

	Kilowatt hours.	Amount.		Kilowatt hours.	Amount.
1908.			1909.		
July	103,250	$3,097.50	January	131,580	$2,891.89
August	97,910	2,497.95	February	120,070	2,757.22
September	98,300	2,502.51	March	131,200	2,887.44
October	111,790	2,660.30	April	127,630	2,845.67
November	116,830	2,719.31	May	106,510	2,598.57
December	129,890	2,872.12	June	101,060	2,534.80
			Total		32,865.32

Minimum bill the same as 1908; 3 cents straight per kilowatt hour.

FISCAL YEAR 1910.

1909.			1910.		
July	94,620	$2,016.01	January	120,730	$2,345.00
August	88,150	1,934.49	February	106,290	2,163.05
September	97,000	2,040.00	March	103,110	2,122.99
October	100,270	2,087.20	April	97,850	2,056.71
November	108,140	2,186.36	May	96,520	2,039.95
December	124,720	2,395.27	June	92,580	1,990.31
			Total		25,377.34

COMMONWEALTH EDISON CO.,

Chicago, Ill.:

For electric current for lighting and power purposes at the following rates:

Primary charges.—Up to and including 20 kilowatts of the monthly maximum demand, $3.20 per month per kilowatt; next 30 kilowatts of the monthly maximum demand, $2.50 per month per kilowatt; excess over 50 kilowatts of the monthly maximum demand, $2.20 per month per kilowatt.

Secondary charges.—Up to and including 2,000 kilowatt hours consumption in any month, 6 cents per kilowatt hour; next 3,000 kilowatt hours consumption per month, 3 cents per kilowatt hour; excess over 5,000 kilowatt hours per month, 1.4 cents per kilowatt hour; 10 per cent discount on secondary charge for payment of bill within 10 days.

Consumption to be measured by meters owned and installed by the company. Monthly maximum demand to be ascertained by a maximum recording meter or meters owned and installed by the company.

The department reserves the right of four annual renewals at the above rates.

TABLE No. 3.—*Light and power*—Continued.

FISCAL YEAR 1911.

	Kilowatt hours.	Amount.		Kilowatt hours.	Amount.
1910.			1911.		
July	88,690	$1,941.29	January	111,980	$2,298.55
August	93,535	2,002.34	February	111,510	2,220.03
September	98,830	1,967.86	March	109,960	2,211.50
October	106,040	2,058.70	April	102,980	2,152.15
November	112,360	2,296.74	May	110,480	2,125.65
December	121,590	2,386.63	June	106,250	2,149.35
			Total		25,810.79

COMMONWEALTH EDISON CO.,

Chicago, Ill.:

For electric current for lighting and power purposes at the following rates:

Primary charges.—Up to and including 20 kilowatts of the monthly maximum demand, $3.20 per month per kilowatt. Next 30 kilowatts of the monthly maximum demand, $2.50 per month per kilowatt; excess over 50 watts (kilo) of the monthly maximum demand, $2.20 per month per kilowatt.

Secondary charges.—Up to and including 2,000 kilowatts hours consumption in any month, 6 cents per kilowatt. Next 3,000 kilowatt hours consumption per month, 3 cents per kilowatt hour; excess over 5,000 kilowatt hours per month, 1.4 cents per kilowatt hour.

Ten per cent discount on secondary charge for payment of bill within 10 days.

As per proposal: Being the first annual renewal of contracts dated June 19, 1909, in which the department reserved the right of four annual renewals.

FISCAL YEAR 1912.

	Kilowatt hours.	Amount.
1911.		
July	98,840	$1,895.38
August	100,340	1,953.88
September	105,860	2,078.44
October	117,240	2,358.22
November	115,590	2,359.44
December	127,080	2,499.81
1912.		
January	123,970	2,388.02

COMMONWEALTH EDISON CO.,

Chicago, Ill.:

For electric current for lighting purposes and for power services at the following rates:

Primary charges.—Three dollars and twenty cents per kilowatt of maximum demand per month up to and including 20 kilowatts, $2.50 per kilowatt over 20 and up to and including 50 kilowatts of maximum demand, $2.20 per kilowatt for excess of maximum demand over 50 kilowatts.

Secondary charges at following rates.—First 2,000 kilowatt hours per month, at 6 cents per kilowatt hour; next 3,000 kilowatt hour, at 3 cents; over 5,000 kilowatt hours, at 1.4 cents.

Discount of 10 per cent on secondary charges for payment within 10 days.

WASHINGTON, *February 10, 1911.*

The CUSTODIAN, POST OFFICE,
Chicago, Ill.

SIR: In view of the statement contained in your letter of January 30, 1911, so much of department letter dated May 6, 1911, as authorized electric current for the building in your custody during the present fiscal year, as per the proposal of the Commonwealth Edison Co., is hereby amended to read as follows in lieu of the former secondary schedule of rates.

	Cents per kilowatt hour.
First 2,000 kilowatt hours per month	6.0
Next 3,000 kilowatt hours per month	3.0
Next 25,000 kilowatt hours per month	1.4
Nexr 70,000 kilowatt hours per month	1.2
Excess over 100,000 kilowatt hours per month	1.0

Respectfully,

R. O. BAILEY.

REPORT ON ELECTRIC LIGHT AND POWER INSTALLATIONS

IN THE UNITED STATES POST OFFICES, COURT AND CUSTOM HOUSES AT CLEVELAND, OHIO, CINCINNATI, OHIO, CHATTANOOGA, TENN., KNOXVILLE, TENN., BIRMINGHAM, ALA., MACON, GA.

NEW YORK.

The PRESIDENT'S COMMISSION ON ECONOMY AND EFFICIENCY,

Washington, D. C.

GENTLEMEN: I have the honor to submit the following report on electric light and power installations in the Cleveland, Ohio, Cincinnati, Ohio, Chattanooga, Tenn., Knoxville, Tenn., Birmingham, Ala., and Macon, Ga., post offices, custom and court houses.

This report gives the results of an investigation of the electric light and power installations in each of these buildings. The purpose of these investigations was to determine the present condition of these installations and whether any changes could be made in these installations that would result in an increase in the economy and efficiency of these installations.

As a result of these investigations I recommend as follows:

First. That detailed plans be made and specifications be drawn showing and covering the changes which should be made to bring the electric light and power systems in these buildings up to date and to the present recognized standard of efficiency and economy.

Second. That such changes and modifications in the present electric light and power systems in these buildings as are found by the Commission on Economy and Efficiency to be necessary to obtain the required efficiency and economy be made.

Third. That detailed plans of the workrooms in these buildings, the location of their furniture, letter-distributing racks, bag and paper racks, distributing, sorting, and canceling machines, lights, etc., be made by an actual survey at each building, and that a working scheme and plan be worked out for each workroom after careful discussion with the postmaster and other officials interested, looking to such changes and arrangements of these workrooms as will eliminate waste motion and time and progress the work in the most direct manner, resulting in an increase in economy and efficiency.

Fourth. That such changes, modifications, and working plans shall be made under the supervision of, and as directed by, the Supervising Architect.

Fifth. That a consulting engineer to the Supervising Architect shall be appointed at a compensation sufficient to obtain the services of a high-grade engineer, who shall have charge of the making of such investigations, plans, specifications, changes, revisions, or modifications of existing electric lighting systems, subject to the supervision and direction of the Supervising Architect.

Sixth. That the commission take up the suggestion of an information bureau and see if such or a similar scheme can not be worked out, looking to the betterment of the service and increase in economy and efficiency.

I am of the opinion that the adoption of these recommendations will result in economy, at least as given in the following schedule:

	Per cent of savings.	Cost of light.		Saving.
		Year.	Amount.	
Cleveland	[illegible]	1911	$8,481.28	$2,459.57
Cincinnati	25	1910–11	12,419.65	3,106.91
Chattanooga	30	1911	2,448.00	734.40
Knoxville	29.6	1911	1,891.00	560.00
Birmingham	38	1910–11	3,333.56	1,266.75
Macon	49	1911	2,009.33	984.57
Norfolk	36	1911	.....	770.76
				9,882.96

or a total cost of $9,882.96 annually.

BUILDINGS AND THEIR CONDITION.

These buildings are all fine specimens of architecture, particularly the Cleveland, Cincinnati, Chattanooga, and Macon buildings, the oldest in point of date of construction being the Knoxville building, which is about 40 years old; the Cincinnati building is about 26 years old; the Chattanooga building is about 20 years old; the Birmingham building about 14 years old, and the Macon building about 3½ years old. I was unable to obtain the date of construction of the Cleveland building.

The Cleveland building has a basement and five stories.

The Cincinnati building has two basements and five stories.

The Knoxville building has a basement and four stories.

The Chattanooga building has a basement and five stories.

The Birmingham building has a basement and four stories.

The Macon building has a basement and four stories.

Generally speaking, they are all well designed and arranged, well heated and ventilated, and well lighted by daylight and artificial light.

POSTMASTERS AND THEIR LIMITATIONS.

In no instance did I find one which was not kept clean and in good order and in which officials from the postmaster down were not desirous of doing all that lay in his power to maintain his building at the highest permissible point of economy and efficiency, and so far as their limitations permit all of these buildings are in such a condition, but the postmasters are limited and in a measure handicapped by the Government red tape and routine through which everything has to pass at Washington before they are permitted to do anything, and in many cases their suggestions for betterment are unheeded and their requests are turned down, or part of what they ask for is eliminated with the result that very little is done, no matter how desirous they may be for accomplishment.

It would also seem as though the various postmasters should have greater freedom of action in making changes and repairs looking to the betterment of their buildings and should have such moneys appropriated for their use as would enable them to do these things as their judgment might dictate, and without the necessity of submitting every simple matter to Washington for approval or disapproval.

GOVERNMENT DEPARTMENTS AND CONTROL.

There appears to be too many departments or divisions and too many different inspectors controlling these matters for rapid and efficient work.

CROWDED CONDITIONS OF BUILDINGS.

Some of these buildings are more or less crowded particularly in the workrooms; this is due largely to gradual growth of business during the period of years, and as regards the workrooms which are the vital parts of the post offices, it is largely due to an absence of any initial, well-worked-out scheme of arrangement which would permit of future growth and enlargement without changing or interfering with the routine of operation. They should be remodeled and put into the best possible working condition.

WIRING SYSTEMS.

The electric wiring system in all of these buildings, with the exception of the Cincinnati post office which is in very bad shape, are in good shape and up to modern conditions, having been in the older buildings more or less remodeled at recent times, and in the newer buildings installed in an up-to-date manner.

LAMPS.

Tungsten lamps are in general use in all of these buildings, although many of the original carbon lamps that were in use before the advent of the tungsten lamp are continued in operation until they break or give out from old age, when tungsten lamps are substituted therefor.

This is not good practice for reasons already stated in my report on the Chicago Federal building, dated March 16, 1912, and should be discontinued and all carbon lamps replaced by tungsten lamps of proper capacities.

FIXTURES.

The fixtures in use in the various buildings are Government standard combination gas and electric fixtures in all but a very few instances, and are generally in good order. They are old style, however, and should have modern fixtures substituted.

SOURCE OF ELECTRIC CURRENT.

All of these buildings excepting the Cincinnati building purchase their electric current from the local electric light and power company, the Cincinnati building being equipped with its own current-generating plant. (See subreport on the Cincinnati building regarding this plant.)

SOURCE OF HEAT FOR BUILDINGS.

Two of these buildings, the Cleveland and the Birmingham, are heated by steam purchased from the local electric light and power company, the others having their own independent heating plant.

HEATING SYSTEMS.

All are heated by steam with the exception of the Cincinnati building, which has a hot-water heating system; all of the heating systems are generally in good order and the buildings are satisfactorily heated.

CRITICISMS.

Notwithstanding the generally favorable conditions in which I found these buildings and their light and power installations, there are certain conditions which obtain in all of them which are subject to criticism and which can be changed to great advantage with an appreciable betterment in both ecomony and efficiency of operation, viz: First, general lighting of buildings; second, lighting and working conditions of workrooms; third, working scheme and plan of workrooms; fourth, information bureau.

GENERAL LIGHTING.

The buildings are generally overlighted by artificial light, due largely to the use of cluster fixtures, such as 3, 4, 5, and 6 light chandeliers, and such as the Government still continue to install.

"UNIT" SYSTEM OF LIGHTING.

The modern system of "unit" lighting—that is, the use of a single lamp of a candle power or wattage varying according to its position or surrounding conditions in the place of a cluster of lamps—is less expensive to install, less costly for lamp renewals and upkeep, and more efficient in the use of electric current, so that generally by substituting the "unit" light in the place of the cluster of lights in these buildings a current saving of from 25 to 40 per cent can usually be effected with a better placement and distribution of the lights and a better and more effective illuminating effect. (See my report on the Chicago Federal building, dated March 16, 1912, for more detailed information on this subject.)

The "unit" system of lighting is certain to be adopted in nearly all cases, and appropriate designs for pendent fixtures should be prepared and all future buildings should have their lighting systems installed on this plan and all present buildings should be so remodeled.

Such changes to "Unit" lighting I have recommended and have shown in the schedules of the subreports on these buildings forming part of this report.

SECOND. WORKING CONDITIONS AND LIGHTING OF WORKROOMS.

Probably the most important part of any post office is the workrooms or place where the mail is received and distributed, and it is here in all of the post offices which I have examined that the lighting and working conditions are the least economical and efficient and where improvements can be made to the very great betterment of the service.

At present the workrooms and especially the racks and other apparatus are lighted in all manner of ways, good, bad, and indifferent, mostly bad, and there is not a single present post office that could not be greatly benefited and whose workrooms would not be rendered more economical and efficient in operation by such a procedure.

PRESENT ARRANGEMENT OF WORKROOMS.

Generally the arrangement of the furniture and working mechanisms of the workrooms is a growth by additions made here and there as convenience or necessity dictates and not as a part of any well-studied and worked-out plan, with the result, in many cases, that the work of receiving and distributing the mail does not proceed in a regular manner and by the most direct route, but requires considerable more handling and takes considerable more time than it should or would if the working layout was studied for each particular building and made in accordance with conditions existing at that particular point and workroom.

PURPOSES OF WORKROOMS.

Everything in the workroom, the furniture, letter-distributing racks, bag and paper racks, distributing, sorting, and canceling machines, and the lighting of the same should be of the most practical form, and all with one sole object in view, viz, the reception, sorting, canceling, and distributing of the mail in the most direct and efficient manner.

WORKING SCHEME AND PLAN OF WORKROOMS.

This can be accomplished to the very best advantage by an actual study at the post-office buildings by a special independent expert familiar with the subject and its requirements, and one not a regular department employee of the Government.

The whole scheme should be carefully discussed with the postmaster and other officials interested, whose opinions and desires as to their particular building and workroom are entitled to and should receive ample consideration.

WORKING PLAN AND SCHEME MADE AT THE BUILDING.

A complete working scheme and plan should then be made at the building under consideration if possible, and not a distance in Washington, unseen by the one making the layout and plans, for the working conditions are different in different places, and no one scheme can or will fit them all; a complete local study is the best and only way to insure the most efficient and economical results.

This also applies to the general lighting of the workrooms, and particularly to the special lighting of the letter, paper, and bag racks, and other apparatus which should receive the most careful consideration, and standard methods of lighting the racks and other apparatus should be thoroughly worked out and then adopted in all workrooms, for what is best in this respect in one place is best in all.

RESULT OF SUCH PRACTICAL STUDY OF CONDITIONS.

Such a method of study of post-office conditions would also ultimately result in its being possible to lay out a post office for a given locality so that its operation would be up to the limit of efficiency and economy and so the future additions and changes could be made without interfering with the regular routine of the work. This can not be done by present methods.

FOURTH. INFORMATION BUREAU.

Another matter which it seems to me would be a great help and would facilitate progress would be to have what might be called an information bureau; a place to which all postmasters and other officials could freely make known their own individual ideas and opinions regarding their buildings and work, and where they could make suggestions as to the furtherance and betterment of their work. A place where such statements would be received, carefully considered, and discussed with the postmaster and other officials and from which. as a finality, could be issued to the various departments a statement of the conditions and a notification of procedure.

I have appended hereto a subreport on each of the post offices which I have examined, together with schedules of the various fixtures and lamps now in these buildings and suggestions as to changes; also statements of the current consumed and the cost of the same, which see for detailed information.

Respectfully submitted.

E. R. KNOWLES, C. E.,
Consulting Engineer.

UNITED STATES POST OFFICE, CUSTOM AND COURT HOUSE, CLEVELAND, OHIO.

The Cleveland (Ohio) post office, custom and court house is a large five-story and basement, granite structure, designed by Arbold Brunner. The building is of recent construction and of imposing appearance, is well arranged as to waste spaces and accessibility and all of the rooms are well lighted by daylight.

The interior finish and furnishing of the building are very fine, especially in the main corridor on the first floor, and the rooms occupied by the postmaster, district attorney, judges, and court.

The building is in good order, clean and well kept, every possible effort in this direction, as well as for efficiency and economy, being made by the postmaster and his assistants.

The principal officers are: Postmaster, Mr. R. G. Floyd; assistant postmaster, Mr. W. E. Schutt; chief engineer, Mr. J. T. Doyle.

The building is heated by steam purchased from the Cleveland Electric Illuminating Co., under a yearly contract, although the building has a complete heating plant for use in case of emergency.

The heating system is in good condition and the building is satisfactorily heated.

The electric lighting and power is operated by current purchased from the Cleveland Electric Illuminating Co., who also furnish the steam for heating, and is direct in character for both lights and motors.

There is no local plant in the building, although space has been provided for one and the main switchboard has been installed in such a manner that a plant can be connected thereto should this ever be necessary.

The electric lighting system, which was installed about a year and a half ago, is modern and up to date and in good condition; the wiring is installed in metal conduit with base and floor plug outlets and control switches in the various rooms.

The floor plug outlets are in bad shape, the conductors from them being unprotected, and in many instances the insulation of these conductors has been worn off near the floor by abrasion from the feet of people sitting on the desks where they are located. A relocation of floor plug outlets should be made where possible and all exposed under desks, tables, etc., should be fitted with a vertical pipe 15 to 18 inches long, through which the conductors can be passed, thus preventing the abrasive action mentioned.

The cut-out boxes are up to date, with inclosed fuses and knife switches, and are in good order.

The fixtures are "Government" standard in design and modern in character. The fixtures in the main corridor and in the postmaster, court, and other rooms before mentioned are very elaborate and ornamental, but very poor in arrangement so far as effective lighting is concerned. The fixtures in these rooms can not well be changed without interfering with the artistic effect, although modern type direct or indirect alabaster bowls of ornamental design and suspension could be substituted for them without marring the artistic appearance of these rooms and with a great betterment of the lighting effect. Nearly all reflectors and glassware are of the holophane type.

Unit type fixtures could be substituted for the chandeliers in the various rooms, or the present chandeliers altered to "unit" fixtures, which can readily be done, and provided with lamps of the capacities indicated in the schedule; the holophane reflectors should be of the intensive type, and be satin finish, and the lamps' bowl frosted, care being taken to get the lights suspended at such heights as will give the maximum illuminating effect. All "unit" fixtures should be equipped with chain pull sockets and Economy type pulls, so that each can be operated separately.

Dale type portables equipped with holophane No. 457 metal reflectors should be substituted for the Almond portables now in use.

The workroom is commodious and well day lighted, and while the general arrangement of distributing and canceling apparatus, letter, and bag racks is good, it could be greatly improved by a systematic study, at the building, of all the working conditions involved and a careful rearrangement of the rooms in conformity thereto.

The general illumination of the workroom is badly arranged, and it and the illumination of the letter and bag racks could be much improved.

The present rigid pendants of 6 lights each should be removed or altered, and "unit" pendants substituted at points indicated, and provided with General Electric Co. mill-type metal reflectors and bowl-frosted tungsten lamps of capacities indicated in the schedule, and suspended at proper heights to give the maximum illumination effect.

The bag racks should be concentrated and so located that they will come under the "Unit" pendents, thus obviating the necessity for special lighting for the same.

The letter distributing racks are, as usual, very poorly lighted and should receive careful consideration and be relighted in the most approved manner.

The building is mostly equipped with tungsten lamps, but the old carbon lamps are kept running until they give out before tungsten lamps are substituted. This is bad practice and uneconomical of current and should be stopped and the building properly lamped with tungsten lamps throughout.

If the suggested changes in the lights and fixtures throughout the building are made, there will result a reduction in current consumption of about 29 per cent at full load, and the efficiency of operation will be largely increased. I attach hereto a schedule of the various fixtures and lights throughout the building with the suggested changes, also a statement of the electric current consumed for light and power during the year and the rate at which current is sold by the Cleveland Electric Illuminating Co.

United States post office, custom and court houses, Cleveland, Ohio.

[Current supplied by Cleveland Electric Illuminating Co.; direct current, 115 to 230 volts.]

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandelier.	Bracket.	Pendent.	Portable.				
BASEMENT.															
Room 1	4				Lucio	6-25 Tu	150			4		Holophane	1-60 Tu	240	
			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Driveways	4	Standards			Globes	3-25 Tu	300							300	No change.
Room 28	4				Lucio	6-50 C	1,200			4		Holophane	1-60 Tu	240	
Room 29	1				do	1-100 Tu	100			1		do	1-100 Tu	100	
Room 27	1				do	1-50 C	50			1		do	1-25 Tu	25	
Room 26	1				do	2-50 C	100			1		do	1-25 Tu	25	
Room 24A	4				do	3-50 C	600			4		do	1-25 Tu	100	
			2		do	1-50 C	100			2		do	1-25 Tu	50	
Room 25	4				do	3-25 Tu	300			4		do	1-40 Tu	160	
				1	do	1-25 Tu	25				1	Holophane, 457	1-25 Tu	25	Almond.
Room 14D	3				Flat opal	3-50 C	450			3		Holophane	1-60 Tu	180	
	3				do	5-50 C	750			3		do	1-60 Tu	180	
			1		Lucio	1-50 C	50			1		do	1-25 Tu	25	
Room 22			1		do	1-50 C	50			1		do	1-25 Tu	25	
Room 22B			1		do	1-50 C	50			1		do	1-25 Tu	25	
Room 24A	1				do	4-25 C	100			1		do	1-60 Tu	60	
Room 12	1				do	2-25 Tu	50			1		do	1-40 Tu	40	
Room 11	1				do	6-25 Tu	150			1		do	1-40 Tu	40	
Room 10	1				do	6-25 Tu	150			1		do	1-40 Tu	40	
Room 9			3		do	1-50 C	150			1		do	1-40 Tu	40	
Room 8	1				do	6-25 Tu	150			1		do	1-40 Tu	40	
Room 7	1				do	6-25 Tu	150			1		do	1-40 Tu	40	
	1				do	2-25 Tu	50			1		do	1-40 Tu	40	

Underwalk			8		Tin	1-60 Tu	480			8		do	1-60 Tu	480	
			7		do	1-50 C	350			7		do	1-60 Tu	420	
Stores			12		do	1-50 C	600			6		do	1-60 Tu	360	
			12		do	1-50 C	600			6		do	1-60 Tu	360	
			11		do	1-50 C	550			6		do	1-60 Tu	360	
Room 18	4				Lucio	6-25 Tu	600			4		do	1-100 Tu	400	
			3		do	1-25 Tu	75			3		do	1-25 Tu	75	
Room 15	7				do	6-25 Tu	1,050			7		do	1-60 Tu	420	
Stairs			1		Globe	1-40 Tu	40			1		do	1-40 Tu	40	
Room 16	1				Lucio	6-25 Tu	150			1		do	1-60 Tu	60	
	1				do	2-25 Tu	50			1		do	1-60 Tu	60	
Room 4	2				do	6-25 Tu	300			3		do	1-60 Tu	180	
	1				do	3-25 Tu	75			3		do	1-25 Tu	75	
	1		3		do	1-25 Tu	75								
Room 3	2				do	6-25 Tu	300			3		do	1-60 Tu	180	
	1				do	3-25 Tu	75								
Room 2	3				do	3-25 Tu	225			3		do	1-40 Tu	120	
			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Locker room	4				do	6-25 Tu	600			4		do	1-60 Tu	240	
			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Room 14A	3				Flat opal	3-50 C	450			3		do	1-60 Tu	180	
	3				do	5-50 C	750			3		do	1-60 Tu	180	
			1		Lucio	1-50 C	50			1		do	1-25 Tu	25	
Mail court	8				Flat opal	5-50 C	2,000			8		do	1-60 Tu	480	
FIRST FLOOR.															
Main entrance	4	Standards.			Globes	8-25 Tu	800	4	Standards.			Globes	1-100 Tu	400	
Side entrances	4	do			do	5-25 Tu	600	4	do			do	1-100 Tu	400	
Corridor	19				None	16-50 C	15,200	19				None	16-40 Tu	12,160	
	12	Standards.				1-25 Tu	300	12	Standards.				1-25 Tu	300	
Elevators			4		Moons	2-25 Tu	200			4		Moons	2-25 Tu	200	
Superintendent of carriers.	2				Lucio	3-25 Tu	150			2		Holophane	1-60 Tu	120	
				4	D'Olier	1-25 Tu	100				4	Holophane, 457	1-25 Tu	100	Do.
Janitor's closet			1		Lucio	1-50 C	50			1		Holophane	1-25 Tu	25	

United States post office, custom and court houses, Cleveland, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FIRST FLOOR—con.															
Lobby			3		Globes	1-25 Tu	75			3		Globes	1-25 Tu	75	
Registry department.	6				Lucio	3-25 Tu	450			6		Holophane	1-60 Tu	360	
		6			do	1-25 Tu	150		6			do	1-25 Tu	150	
Vault			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Stairs			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Toilet			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Inside stairs		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Rear stairs	1				do	3-25 Tu	75			1		do	1-40 Tu	40	
Superintendent of mail.	2				do	3-25 Tu	75				3	do	1-40 Tu	120	
				3	D'Olier	1-50 C	150				3	Holophane, 457	1-25 Tu	75	Almond.
Nixey department	7				Lucio	3-25 Tu	525			7		Holophane	1-60 Tu	420	
			4		do	1-25 Tu	100			4		do	1-25 Tu	100	
		2			do	1-25 Tu	50		2			do	1-25 Tu	50	
Closet			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Toilets			2		do	1-25 Tu	50			2		do	1-25 Tu	50	
Workroom	67				do	6-25 Tu	10,050	20		1		do	1-150 Tu	3,000	
	9				do	3-25 Tu	675			2		do	1-40 Tu	80	
	1	13			do	1-40 Tu	520		13			do	1-40 Tu	520	
			3		do	1-25 Tu	75			3		do	1-25 Tu	75	
		5			do	1-25 Tu	125		5			do	1-25 Tu	125	
Letter racks	175					2-25 Tu									No change.

SECOND FLOOR.														
Rooms 200 and 204	2				Lucio	6-25 Tu	300			1	Holophone	1-100 Tu	200	
			2		Lucio globe	1-25 Tu	50			2	do	1-25 Tu	50	
			2		Lucio	1-25 Tu	50			2	do	1-25 Tu	50	
		1			do	1-25 Tu	25		1		do	1-25 Tu	25	
Room 204	1				do	6-25 Tu	150			1	do	1-150 Tu	150	
				4	D'Olier	1-25 Tu	100				4 Holophane, 457	1-25 Tu	100	3 Almond, 1 Dale.
Room 206	2				do	3-25 Tu	150			1	Holophane	1-100 Tu	100	
				1	do	1-25 Tu	25				1 Holophane, 457	1-25 Tu	25	Almond.
Room 201	1				Lucio	6-25 Tu	150			1	Holophane	1-100 Tu	100	
				1	D'Olier	1-25 Tu	25				1 Holophane, 457	1-25 Tu	25	Do.
Room 203	1				Lucio	6-25 Tu	150			1	Holophane	1-100 Tu	100	
				2	D'Olier	1-25 Tu	50				2 Holophane, 457	1-25 Tu	50	Do.
Room 205	1				Lucio	6-25 Tu	150			1	Holophane	1-100 Tu	100	
				1	D'Olier	1-25 Tu	25				1 Holophane, 457	1-25 Tu	25	Do.
Room 207	2				Lucio	3-25 Tu	150			1	Holophane	1-40 Tu	40	
Room 209	1				do	6-25 Tu	150			1	do	1-100 Tu	100	
				1	D'Olier	1-25 Tu	25				1 Holophane, 457	1-25 Tu	25	Do.
Room 208	1				Lucio globe	6-25 Tu	150			1	Holophane	1-100 Tu	100	
Room 211	1				Lucio	6-25 Tu	150			1	do	1-100 Tu	100	
Room 210						24-40 Ta	960						960	No change.
				1	Table	4-25 Tu	100				1 Table	4-25 Tu	100	
			1		Lucio	1-25 Tu	25			1	Holophane	1-25 Tu	25	
Room 212	1				Lucio globe	6-25 Tu	150			1	do	1-100 Tu	100	
			1		Lucio	1-40 Tu	40			1	do	1-40 Tu	40	
				2	D'Olier	1-25 Tu	50				2 Holophane, 457	1-25 Tu	50	Almond.
Rooms 214 and 216	2				Lucio	6-25 Tu	300			2	Holophone	1-100 Tu	200	
				2	D'Olier	1-25 Tu	50				2 Holophane, 457	1-25 Tu	50	Do.
				1	Table	4-25 Tu	100				1 Table	4-25 Tu	100	
Room 217	1				Lucio	6-25 Tu	150			1	Holophane	1-100 Tu	100	
Rooms 218, 220, and 222.	6				Lucio globe	6-25 Tu	900			6	do	1-100 Tu	600	

United States post office, custom and court houses, Cleveland, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
SECOND FLOOR—continued.															
Rooms 224, 226, and 228.		9			Lucio	1-25 Tu	225		9			Holophane	1-25 Tu	225	
			6		Lucio globe	1-25 Tu	150			6		do	1-25 Tu	150	
				8	D'Olier	1-25 Tu	200				8	Holophane, 457	1-25 Tu	200	Almond.
			1		Lucio	1-25 Tu	25			1		Holophane	1-25 Tu	25	
Room 230						24-40 Tu	960								No change.
				1	Table	4-25 Tu	100				1	Table	4-25 Tu	100	
Room 219	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				1	D'Olier	1-50 C	50				1	Holophane, 457	1-25 Tu	25	Almond.
Room 221	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				2	D'Olier	1-50 C	200				2	Holophane, 457	1-25 Tu	50	Do.
Room 223	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
		2			do	1-25 Tu	50		2			do	1-25 Tu	50	
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	1-25 Tu	75	Do.
Room 225	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				2	D'Olier	1-50 C	100				2	Holophane, 457	1-100 Tu	100	
Room 227	1				Lucio	6-50 Tu	300			1		Holophane	1-100 Tu	100	
Room 231	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 232	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
				1	D'Olier	1-25 Tu	25				1	Holophane, 457	1-25 Tu	25	
Room 233	2				Lucio	3-25 Tu	150			1		Holophane	1-40 Tu	40	
Rooms 234 and 236	4				do	6-25 Tu	600			4		do	1-100 Tu	400	
Rooms 238 and 240	1				do	2-25 Tu	50			1		do	1-40 Tu	40	
			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
		11			do	1-25 Tu	275		11			do	1-25 Tu	275	

			3		Lucio globe.	1-25 Tu...	75			3		Holophane....	1-25 Tu...	75	
				12	D'Olier.....	1-25 Tu...	300				12	Holophane, 457	1-25 Tu...	300	Do.
Room 235.....	1				Lucio.....	6-25 Tu...	150			1		Holophane....	1-100 Tu..	100	
				3	D'Olier.....	1-25 Tu...	75				3	Holophane, 457	1-25 Tu...	75	Do.
Room 237.....	1				Lucio.....	6-25 Tu...	150			1		Holophane....	1-100 Tu..	100	
				2	D'Olier.....	1-50 C.....	100				2	Holophane, 457	1-25 Tu...	50	Do.
Room 239.....			1		Lucio.....	1-25 Tu...	25			1		Holophane....	1-25 Tu...	25	
Room 242.....															Postmaster's room; no change.
Room 244.....	1				Lucio.....	4-25 Tu...	100			1		Holophane....	1-100 Tu..	100	
			1		Lucio globe.	1-25 Tu...	25			1		.....do.....	1-25 Tu...	25	
Rooms 246 and 248	2				Lucio.....	6-25 Tu...	300			2		.....do.....	1-150 Tu..	300	
			1		Lucio bulb..	1-25 Tu...	25			1		.....do.....	1-25 Tu...	25	
				5	D'Olier.....	1-25 Tu...	125				5	Holophane, 457	1-25 Tu...	125	Almond.
Rooms 250, 252, and 254.	3				Lucio.....	6-25 Tu...	450			3		Holophane....	1-150 Tu..	450	
			4		.....do.....	1-25 Tu...	100			4		.....do.....	1-25 Tu...	100	
			3		Lucio globe.	1-25 Tu...	75			3		.....do.....	1-25 Tu...	75	
		5			Lucio.....	1-25 Tu...	125		5			.....do.....	1-25 Tu...	125	
				5	D'Olier.....	1-25 Tu...	125				5	Holophane, 457	1-25 Tu...	125	Do.
Room 256.....	1				Lucio.....	6-25 Tu...	160			1		Holophane....	1-150 Tu..	150	
				2	D'Olier.....	1-25 Tu...	50				2	Holophane, 457	1-25 Tu...	50	Dale.
Rooms 258 and 260	2				Lucio.....	6-25 Tu...	300			2		Holophane....	1-100 Tu..	200	
				2	D'Olier.....	1-25 Tu...	50				2	Holophane, 457	1-25 Tu...	50	Almond.
Room 262.....	1				Lucio.....	6-25 Tu...	150			1		Holophane....	1-150 Tu..	150	
		1			.....do.....	2-25 Tu...	50		1			.....do.....	2-25 Tu...	50	
				1	D'Olier.....	1-25 Tu...	25				1	Holophane, 457	1-25 Tu...	25	
				1	Table.....	4-25 Tu...	100				1	Table.....	4-25 Tu...	100	
Corridor.....			31		Cut globes..	1-60 Tu...	1,860							1,860	No change.
Mezzanine.....			4		Lucio.....	1-25 Tu...	100			4		Holophane....	1-25 Tu...	100	
			6		.....do.....	1-50 C.....	300			6		.....do.....	1-25 Tu...	150	
			6		.....do.....	1-25 Tu...	150			4		.....do.....	1-40 Tu...	160	

United States post office, custom and court houses, Cleveland, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
THIRD FLOOR.															
Room 300	1				Lucio globe.	3-25 Tu	75			1		Holophane	1-60 Tu	60	
Room 300A	1					8-40 Ta	320						8-40 Ta	320	Judge's room; no change.
	1				Lucio	2-25 Tu	50						2-25 Tu	50	No change.
Rooms 301 and 303															Court rooms; no change.
Stairway	1				Lucio	2-25 C	50			1		Holophane	2-25 Tu	50	
Room 302	1				Lucio globe.	6-25 Tu	150			1		do	1-100 Tu	100	
Room 304	1				do	6-25 Tu	160			1		do	1-100 Tu	100	
											1		2-25 Tu	50	Emeralite.
Room 305				1		2-25 Tu	50		1			Holophane	1-25 Tu	25	
		1			Lucio	1-25 Tu	25								
Rooms 306 and 308	2				do	6-25 Tu	300			2		Holophane	1-150 Tu	300	
				1	D'Olier	1-50 C	50				1	Holophane, 457	1-25 Tu	25	
Rooms 307 and 309	2				Lucio globe.	6-25 Tu	300			2		Holophane	1-150 Tu	300	
				4	D'Olier	1-50 C	200				4	Holophane, 457	1-25 Tu	100	
Room 311	2				Lucio	3-25 Tu	150			1		Holophane	1-40 Tu	40	
Room 313	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
				2	D'Olier	1-25 Tu	50				2	Holophane, 457	1-25 Tu	50	Almond.
Room 310	1						640							640	No change.
				1	Table	4-25 Tu	100				1	Table	4-25 Tu	100	
Room 312	1				Lucio globe.	6-25 Tu	150				1	Holophane	1-100 Tu	100	
			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
				1	D'Olier	1-50 C	50				1	Holophane, 457	1-25 Tu	25	Almond.
Room 314	1			1	Lucio globe.	6-25 Tu	150				1	Holophane	1-150 Tu	150	
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	3-25 Tu	75	Do.
Room 315			1		Lucio	1-25 Tu	25			1		Holophane	1-25 Tu	25	

Room 316	1				do	6-25 Tu	150			1		do	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25			1		Holophane, 457	1-25 Tu	25	Do.
Room 317	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				2	D'Olier	1-50 C	100				2	Holophane, 457	1-25 Tu	50	Do.
Room 318	1				Lucio	6-25 Tu	150			1		Holophane	1-150 Tu	150	
				1	D'Olier	1-50 C	50				1	Holophane, 547	1-25 Tu	25	Do.
Room 319	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
											2	Holophane, 457	1-25 Tu	50	Do.
Rooms 320-322				2	D'Olier					2		Holophane	1-150 Tu	300	
	2				Lucio	6-25 Tu	300				2	Holophane, 457	1-25 Tu	50	Do.
				2	D'Olier	1-50 C	100								
Room 321	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	1-25 Tu	75	Do.
Room 323	1				Lucio	6-50 C	300				1	Holophane	1-100 Tu	100	
				2	D'Olier	1-50 C	100				2	Holophane, 457	1-25 Tu	50	Do.
Rooms 324, 326, and 328.	3				Lucio globe	6-25 Tu	450			6		Holophane	1-150 Tu	900	
				10	D'Olier	1-25 Tu	250				10	Holophane, 457	1-25 Tu	250	8 Almond, 2 D.
Room 325	1				Lucio	6-25 Tu	150			1		Holophane	1-100 Tu	100	
				2	D'Olier	1-50 C	100				2	Holophane, 457	1-25 Tu	50	Almond.
Room 327			3		Lucio	1-50 C	150			3		Holophane	1-25 Tu	75	
Room 330	1						640							640	No change.
				2	Table	4-50 C	400				2	Tables	4-25 Tu	200	
Rooms 332, 334, and 336.															Do.
Room 331	1				Lucio	6-50 C	300			1		Holophane	1-100 Tu	100	
Room 333			2		do	3-50 C	300			1		do	1-40 Tu	40	
Rooms 335 and 337	2				do	6-25 Tu	300			2		do	1-100 Tu	200	
Room 338	1				do	3-25 Tu	75			1		do	1-100 Tu	100	
Room 340	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 340A	1				do	5-40 Ta	200							200	Do.
	1				do	2-25 Tu	50			1		Holophane	1-40 Tu	40	
Rooms 342, 344															Court room; no change.
Room 346	2				Lucio	6-50 C	600			2		Holophane	1-100 Tu	200	
Corridors			24		Cut globes	1-60 Tu	1,440			24		Cut globes	1-60 Tu	1,440	

United States post office, custom and court houses, Cleveland, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
THIRD FLOOR—continued.															
Room 400	5				Lucio	6-25 Tu	750			5		Cut globes	1-100 Tu	500	
				2	D'Olier	1-50 C	100				1	do	1-25 Tu	50	Almond portable.
Room 401	2				Lucio	6-25 Tu	300			4		do	1-100 Tu	400	
				2	D'Olier	1-25 Tu	50				2	do	1-25 Tu	50	Do.
Room 402	1				Lucio	6-25 Tu	150			2		do	2-100 Tu	200	
				1	D'Olier	1-50 C	50				1	do	1-25 Tu	25	Do.
Room 403	1				Lucio	6-25 Tu	150			2		do	1-100 Tu	200	
Room 405	2				do	2-50 C	200			1		do	1-40 Tu	40	
Room 406	1				do	6-25 Tu	150			1		do	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25				1	do	1-25 Tu	25	Do.
Room 407	1				Lucio	6-50 C	300			1		do	1-150 Tu	150	
Room 408	1				do	1-25 Tu	150			1		do	1-150 Tu	150	
				2	D'Olier	1-25 Tu	50				2	do	1-25 Tu	50	Do.
Room 410	1				Lucio globe	6-50 C	300			1		do	1-150 Tu	150	
		4			do	2-50 C	400		(1)						
				2	D'Olier	1-50 C	100				2	Holophane 457	1-25 Tu	50	Almond.
Room 412			1		Lucio globe	1-25 Tu	25			1		do	1-25 Tu	25	
	1				Lucio	6-25 Tu	150			1		do	1-150 Tu	150	
				4	D'Olier	1-25 Tu	100				4	do	1-25 Tu	100	Do.
Room 414	1				Lucio	6-25 Tu	150			1		do	1-150 Tu	150	
				4	D'Olier	2-25 Tu						do	1-25 Tu	100	Do.
						2-50 C	150								
Room 416	1				Lucio globe	6-25 Tu	150			1		Holophane 457	1-150 Tu	150	
				4	D'Olier	1-50 C	200				4	do	1-25 Tu	100	Do.
Room 418	1				Lucio	6-25 Tu	150			1		do	1-150 Tu	150	
				5	D'Olier	1-50 C	250				5	do	1-25 Tu	125	Do.

Room 420	1			Lucio	4-25 Tu	100			1		do	1-100 Tu	100	
	1			do	2-50 C	100			1		do	1-60 Tu	60	
			1	D'Olier	1-50 C	50					do	1-25 Tu	25	Do.
Room 422	1			Lucio globe	6-50 C	300			1		do	1-150 Tu	150	
			5	D'Olier	1-50 C	250				5	do	1-25 Tu	125	Do.
Rooms 424, 426, and 428.	3			Lucio	6-25 Tu	450			6		do	1-100 Tu	600	
Room 430	1			do	6-50 C	300			1		do	1-150 Tu	150	
		4		do	2-50 C	400		(1)						
			2	D'Olier	1-50 C	50					Holophane 457	1-25 Tu	25	Do.
Rooms 417 and 419	2			Lucio	6-50 C	600			2		do	1-150 Tu	300	
Rooms 421, 423, and 425.	2			do	6-25 Tu	300			1		do	1-150 Tu	150	
	1			do	4-25 Tu	100			1		do	1-100 Tu	100	
	[2]1							[2]1					800	
			3	Lucio	1-50 C	150			3		Holophane 457	1-25 Tu	75	
Rooms 427, 429, and 431.	1			do	6-50 C	300			6		do	1-25 Tu	150	
Room 433	2			do	3-50 C	300			2		do	1-40 Tu	80	
Rooms 432 and 434	2			do	6-25 Tu	300			2		do	1-100 Tu	200	
Room 435	9			do	6-25 Tu	1,350			6		do	1-100 Tu	600	
Room 435-A	1			do	3-50 C	150			1		do	1-40 Tu	40	
FIFTH FLOOR.														
Room 500	1			Lucio	2-25 Tu	50			1		do	1-40 Tu	40	
Rooms 501 and 503	3			do	6-25 Tu	450			8		do	8-60 Tu	480	Examination room.
Room 502	1			do	6-50 C	300			1		do	1-150 Tu	150	
Room 504	1			do	6-25 Tu	150			1		do	1 100 Tu	100	
Room 505	1			do	2-25 Tu	50			1		do	1-40 Tu	40	
Room 506	1			do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 507	2			do	3-25 Tu	150			1		do	1-100 Tu	100	
Room 508	1			do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 509			1	do	1-25 Tu	25			1		do	1-25 Tu	25	
Room 510	1			do	6-50 C	300			1		do	1-100 Tu	100	
Room 512	1			do	3-50 C	150			1		do	1-100 Tu	100	

[1] Omit bracket.

[2] Arc lamp.

United States post office, custom and court houses, Cleveland, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shade.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FIFTH FLOOR—con.															
Room 514	1				Lucio	3-50 C.	150			1		Holophane	1-100 Tu.	100	
Room 515			1		do	1-50 C.	50			1		do	1-25 Tu.	25	
Room 516	1				do	6-25 Tu.	150			1		do	1-100 Tu.	100	
Rooms 517,519,521	3				do	6-50 C.	300			3		do	3-150 Tu.	450	
Rooms 518 and 520	2				do	6-25 Tu.	300			4		do	4-40 Tu.	160	
Room 522	1				do	3-50 C.	150			1		do	1-100 Tu.	100	
Rooms 523 and 525	2				do	6-25 Tu.	150			4		do	4-40 Tu.	160	
Room 524	1				do	3-50 Tu.	150			1		do	1-100 Tu.	100	
Rooms 526, 528, 530	3				do	6-25 Tu.	450			3		do	1-100 Tu.	100	
													2-150 Tu.	300	
Room 527			1		do	1-50 C.	50			1		do	1-25 Tu.	25	
Room 529			1		do	1-25 Tu.	25			1		do	1-25 Tu.	25	
Room 531	1				do	6-25 Tu.	150			1		do	1-100 Tu.	100	
Room 532	1				do	6-25 Tu.	150			1		do	1-100 Tu.	100	
Room 533			2		do	1-25 Tu.	50			1		do	1-40 Tu.	40	
Room 534	1				do	6-25 Tu.	150			1		do	1-100 Tu.	100	
Rooms 535 and 537	2				do	6-25 Tu.	300			5		do	4-100 Tu.		
	1				do	2-25 Tu.	50						1-60 Tu.	460	Almond portable.
				3	D'Oler	1-40 Tu.	120				3	Holophane 457	1-25 Tu.	75	
Room 536	1				Lucio	6-25 Tu.	150			1		do	1-100 Tu.	100	
Room 538	2				do	6-25 Tu.	300			2		do	2-100 Tu.	200	
Room 540		2	6		No globes	1-50 C.	400		2	6		do	1-25 Tu.	200	
Corridors			11	2	do	1-60 Tu.	660			11		Holophane globe.	1-60 Tu.	660	
Total							96,045							67,960	

96,045—67,960=28,045=(29 per cent).

CLEVELAND ELECTRIC ILLUMINATING CO., CLEVELAND, OHIO.

	Lights.		Power.	
	Units.	Value	Units.	Value.
1911.				
January	34,703	$869.82	5,504	$137.60
February	32,541	813.53	4,793	119.82
March	33,871	846.78	6,865	171.62
April	29,306	732.65	6,398	159.95
May	27,650	691.25	9,510	237.75
June	23,320	583.00	8,660	216.50
July	20,900	522.50	8,170	204.25
August	22,770	569.25	7,270	181.75
September	25,250	631.25	7,140	178.50
October	25,080	627.00	6,970	174.25
November	28,510	712.75	7,470	186.76
December	35,260	881.50	8,210	205.25
1912.				
January	31,150	778.75	9,850	246.25
February	25,560	637.00	8,320	208.00
March	25,025	626.25	7,900	197.50
April	22,440	561.00	7,900	197.50

The CLEVELAND ELECTRIC ILLUMINATING CO.,
Cleveland, Ohio.

GENTLEMEN: You are informed that the department accepts your proposal dated October 11, 1909, as amended by your letter of November 22, 1909, for supplying a combined service for heating the United States custom house building, Cleveland, Ohio, and for furnishing electric current for light and power purposes during the current fiscal year ending June 30, 1911, the cost of the same to be paid from the appropriation, "Fuel, lights, and water for public buildings, 1911," such service to begin when the building is permanently occupied, and not earlier than September 15, 1910, and to be furnished under the following terms and conditions:

STEAM HEAT.

For heating the above-named building between the dates of September 15, 1910, and June 15, 1911, upon the basis of a flat rate charge of $6,500—assuming that the service will begin not later than September 15, 1910—to be paid in eight equal and successive instalments of $812.50, with a proportionate reduction, however, in the amount of the first payment which may be due for the current fiscal year, owing to the inability to complete and permanently occupy the building by September 15, 1910, and with the understanding that if the service does actually begin on September 15, 1910, the first payment will be made in October, 1910, and in the month of October each year thereafter during the continuance of the contract, it being further understood that you will furnish and install without expense to the Government, the steam heating service, including a main valve, located on the service supply pipe, together with an oil separator, which it is your intention to install to prevent any oil from passing said separator and entering the pipes and radiators of the building. The steam furnished will be free from any substance whatever which will in any way corrode or injure the pipes, radiators, or any other apparatus in the building, and that, with a normal radiation installed in the building, you further guarantee that the steam to be supplied will be sufficient at all times to heat the building in all its parts to a temperature of not

less than 70° F., it being further understood and agreed that the Government will be permitted to exercise the privilege of renewing the authorization yearly at the end of the first fiscal year for a period of five successive years thereafter, at the same rate or any lower rate which may be hereafter agreed upon.

ELECTRIC CURRENT.

For supplying electric current for light and power purposes at the uniform rate of 2½ cents per kilowatt hour, it being understood and agreed that the Government will furnish and renew all electric lamps repaired and that it will be permitted to exercise the privilege of renewing the authorization yearly for supplying electric current for light and power purposes (including the combined service for heating and lighting) at the end of the first fiscal year for a period of five successive years thereafter, at the same rate or any lower rate which may hereafter be agreed upon, based upon actual consumption and other commercial considerations, and with the further understanding that the Government will receive the benefit of any reduction in rates which may be offered to the public.

There is inclosed herewith a blank bond which you are requested to execute in the penal sum of $3,000 as a guarantee for the faithful performance of the provisions of your contract. Your attention is specially invited to the rules attached to the bond, which must be carefully followed in its execution.

You are requested to promptly acknowledge the receipt of this communication, and to take the necessary steps for providing the service authorized should it be required by September 15, 1910.

Respectfully,

——— ———,
Assistant Secretary.

UNITED STATES POST OFFICE AND CUSTOMHOUSE, CINCINNATI, OHIO.

The Cincinnati (Ohio) post office and customhouse is a five-story and two-basement granite structure occupying the block bounded by Walnut, Main, and Fifth Streets and Government Place, and is one of the older Government buildings, about 26 years.

The principal officers and assistants are: Postmaster, Col. E. R. Montford; custodian, Mr. P. Lincoln Mitchell; assistant custodian, Mr. Leslie Struble; electrician, Mr. A. L. Petrie.

The building was originally lighted by gas only, and the present electric-light and power plants were installed about 10 years ago.

The building is of fine appearance but somewhat unfortunate it its interior arrangement, considerable valuable space having been lost by placing the corridors on each floor next the inner court, thus having only one row of rooms on the outside of the building, whereas by a suitable placing of the corridors there could have been an inner row of rooms provided and the capacity of the building greatly increased.

The building is heated by a hot-water system, which is in good order, and the building is satisfactorily heated in the coldest weather.

The electric lighting of this building is by means of its own current-generating plant located in the basement.

The current used is direct, 115–230 volts in character.

The electric-lighting system is in very bad shape and bad in every way. The conductors are run in wooden molding where concealed and in porcelain knobs where not concealed. A large portion of the branch wiring is twisted, cotton-covered twin-wire conductors run on small insulators on the ceilings and walls of the corridors and rooms, and in general the wiring system is of such a character as would not be allowed to be in operation if the installation was under the supervision of the insurance or other governing authorities.

There are very few floor outlet boxes, and nearly all of the portable lights on the desks and tables are operated by loose conductors connected by plugs to the various chandeliers and fixtures, so that the rooms are a maze of these conductors running in all directions.

The fixtures are combination gas and electric, of an old type, and not at all modern or up to date. This is particularly true of the corridor fixtures, especially those on the first floor.

There are very few, if any, room-control switches for the lights in each room, with the result that many more lights are burning at times than are necessary, resulting in an undue use or waste of current.

The whole lighting system should be carefully replanned, remodeled, and reinstalled and brought up to date in every particular, all conductors to be of the highest grade of wire and insulation, all to be concealed in conduit or metal molding, floor and base outlet boxes introduced, individual room control switches properly placed, the "unit" system of lighting introduced, and the building properly relamped, removing all carbon lamps at once and substituting tungstens therefor, as it is poor practice to burn a carbon lamp just because it is alive, giving a poor light for a large consumption of current.

The way in which it is required to obtain lamps from the Government, however, makes the operation of relamping a very slow process and materially interferes with the prompt substitution of tungsten for carbon lamps.

The Almond type of portable fixture largely in use with the small metal reflectors are very inefficient, and Dale Universal fixtures should be substituted therefor, using the Holophane No. 457 metal reflector, thereby securing a maximum of efficiency with a minimum of current expenditure.

The electric current generating plant is in fair condition. It has been in use some 10 years and has materially depreciated in that time, besides consisting of apparatus which is not as economical as the more modern machinery is. Some of the engines and generators are not as economical as they should be, and I understand that the Government has just contracted for two new engines to take the place of some of these now in use.

After a comparison of the estimated cost of generating the current by the isolated plant in the building as against the estimated cost of operation if the current was purchased from the local Union Gas & Electric Co., it was found, all things being considered, that it was about as economical to operate the lights and motors by the isolated plant in the building and heat the building as by the purchase of electric current from an external source, total cost for 1910 and 1911 by the use of the isolated plant being (estimated) $24,163 per year, and the total cost of current by use from an external source being estimated at $23,615 per year.

These figures are estimated and approximately correct and might be modified somewhat by closer investigation, but they are sufficiently accurate to show that the total cost of operating the lighting and heating plant in this building, either by means of the local isolated plant or by means of electric current purchased from the Union Gas & Electric Co., Cincinnati, Ohio, are practically the same, the balance being slightly in favor of the Union Gas & Electric Co.; but the isolated plant is safer in that there is no chance for it to completely break down and leave the building entirely without current as there might be by the use of the external source of current; however, this difficulty can be overcome by the Union Gas & Electric Co. bringing more than one feeder into the building. It is not likely that more than one feeder would be down at a time.

The layout of the workroom in this post office, while not all that could be desired, is still very much better than in most post offices which I have examined. This should be carefully looked into and especially so as regards the lighting of the various racks,

tables, and other furniture, the latter and bag racks being poorly and inadequately lighted at present.

I append hereto a table showing the current consumption for the fiscal year 1910–11, a comparative statement of the costs per kilowatt hour for electric current generated by the building plant, and current obtained from an external source, and also a tabulation of the lamps and wattage of the same now in use and of the lamps and wattage if changed to "unit" lighting as suggested by me.

From this it will be seen that a possible saving of 25 per cent of the total current can be effected if the suggested changes in the lighting are made.

	Light.	Power.		Light.	Power.
1910.			1911.		
July	24,700	3,110	January	33,400	2,640
August	23,460	3,390	February	28,790	2,630
September	25,300	2,970	March	31,010	2,990
October	28,280	2,940	April	28,170	2,760
November	29,000	2,670	May	26,290	2,760
December	34,790	2,830	June	25,130	3,030
			Total	338,410	34,720

Total, 373,130 kilowatt hours.

United States post office and customhouse, Cincinnati, Ohio.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
SIXTH FLOOR.															
Room 1			3			1-50 C	150			3		Holophane	1-25 Tu	75	
FIFTH FLOOR.															
Room 1		1				1-50 C	50		1			do	1-25 Tu	25	
Stairs	1					2-25 Tu	50			1		do	1-25 Tu	25	
Room 2			1			1-25 Tu	25			1		do	1-25 Tu	25	
Room 3		1				1-25 Tu	25		1			do	1-25 Tu	25	
Room 4		1				1-50 C	50		1			do	1-25 Tu	25	
Room 5			3			1-50 C	150			3		do	1-25 Tu	75	
Room 6			3			1-50 C	150			3		do	1-25 Tu	75	
		1				1-50 C	50		1			do	1-25 Tu	25	
Room 7			1			1-50 C	50			1		do	1-25 Tu	25	
		1				1-50 C	50		1			do	1-25 Tu	25	
Room 8		1				1-50 C	50		1			do	1-25 Tu	25	
Room 9		2				1-25 Tu			2			do	1-25 Tu	50	
						1-50 C	75								
Room 10		1				1-50 C	50		1			Holoplane	1-25 Tu	25	
Stairs			1			1-50 C	50			1		do	1-25 Tu	25	
Room 11		2				1-50 C	100		2			do	1-25 Tu	50	
Room 12		1				1-50 C	50		1			do	1-25 Tu	25	
Room 13		1				1-50 C	50		1			do	1-25 Tu	25	
Room 14		1				1-50 C	50		1			do	1-25 Tu	25	
Room 15			1			1-50 C	50			1		do	1-25 Tu	25	
Room 16			6			6-50 C	300			6		do	1-25 Tu	150	
Room 17		1				1-50 C	50		1			do	1-25 Tu	25	
Room 18		1				1-50 C	50		1			do	1-25 Tu	25	

United States post office and customhouse, Cincinnati, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FIFTH FLOOR—con.															
Room 19		1				1-50 C	50		1			Holoplane	1-25 Tu	25	
Room 20		1				1-50 C	50			1		do	1-25 Tu	25	
Room 21			4			1-50 C	200			4		do	1-25 Tu	100	
Room 22			24		Opal	1-50 C	1,200			3		do	1-25 Tu	75	
Room 23		6				1-50 C	300		6			do	1-25 Tu	150	
Room 24			6		Tin	1-50 C	300			2		do	1-25 Tu	50	
		2				1-50 C	100		2			do	1-25 Tu	50	
Room 25		6				1-50 C	300		6			do	1-25 Tu	150	
Room 26			32			1-50 C	1,600			6		do	1-25 Tu	150	
Room 27			7			1-25 Tu	175			7		do	1-35 Tu	175	
			3			1-50 C	150			3		do	1-25 Tu	75	
Room 28		1				1-25 Tu	25		1			do	1-25 Tu	25	
			2			1-50 Tu	100			2		do	1-25 Tu	50	
FOURTH FLOOR.															
Room 401	2					2-60 Tu	120			2		do	1-60 Tu	120	
			3			1-50 C	150			3		do	1-25 Tu	75	
		3				1-25 Tu	100		3			do	1-25 Tu	75	
Room 402	2					6-50 C	600			2		do	1-100 Tu	200	
				2	Glass globe	1-50 C	50				2	Holophane 457	1-25 Tu	50	Dale.
Room 402A	1					3-25 Tu	75			1		Holophane	1-60 Tu	60	
				1	D'Olier	1-25 Tu	25				1	Holophane, 457	1-25 Tu	25	Almond.
Room 403	2					6-25 Tu	300			2		Holophane	1-100 Tu	200	
	1					3-25 Tu	75			1		do	1-60 Tu	60	
	1					1-60 Tu	60			1		do	1-60 Tu	60	
		1				1-25 Tu	25		1			do	1-25 Tu	25	

				1	D'Olier	1-25 Tu	25				1	Holophane, 457	1-25 Tu	25	Almond.
			2			1-25 Tu	50			2		Holophane	1-25 Tu	50	
							800		(1)	1	(1)			800	
Room 404	2					6-25 Tu	300			2		Holophane	1-100 Tu	200	
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	1-25 Tu	75	Do.
	1					3-50 C	150			1		Holophane	1-60 Tu	60	
		1				1-50 C	50	(2)	(2)	(2)	(2)	do			
Rooms 405-406	2					6-25 Tu	300			2		do	1,100 Tu	200	
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	1-25 Tu	75	
Room 407	1					6,25 Tu	150			1		Holophane	1-150 Tu	150	
				3	D'Olier	1,25 Tu	75				3	Holophane, 457	1-25 Tu	75	
Room 408	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
Rooms 409, 410, and 411.	3					6-25 Tu	450			3		do	1-100 Tu	300	
		36			D'Olier	1-50 C	1,800		36			D'Olier	1-25 Tu	900	
			6		Tin	1-25 Tu	150			6		Holophane	1-25 Tu	150	
		1				1-50 C	50		(3)	(3)	(3)				
Room 412	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
Room 413	1					6-25 Tu	150			1		do	1-150 Tu	150	
Rooms 414 and 415	2					6-25 Tu	300			2		do	1-100 Tu	200	
		1				1-25 Tu	25	(3)							
				3	D'Olier	1-50 C	150				3	Holophane, 457	1-25 Tu	75	Almond.
Room 416	2					6-25 Tu	300			2		Holophane	1-100 Tu	200	Do.
				4	D'Olier	1-25 Tu	100				4	Holophane, 457	1-25 Tu	100	Do.
	1					3-50 C	150			1		Holophane	1-60 Tu	60	
		1				1-50 C	50		1			do	1-25 Tu	25	
Room 417	2					6-50 C	600			2		do	1-100 Tu	200	
Room 418	2					3-25 Tu	150			2		do	1-60 Tu	120	
	1				D'Olier	1-25 Ta	25				1	Holophane, 457	1-25 Tu	25	Do.
Room 418A	2					6-25 Tu	300			2		Holophane	1-100 Tu	200	
			3		Opal flat	4-25 Tu	300			3		do	1-60 Tu	180	
			3		do	4-50 C	600			3		do	1-60 Tu	180	
			1		do	3-25 Tu	75			1		do	1-60 Tu	60	

[1] Arc. [2] Omit. [3] Omit brackets.

United States post office and customhouse, Cincinnati, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FOURTH FLOOR—continued.															
Room 418A			3			1-25 Tu	75			3		Holophane	1-25 Tu	75	
				1	D'Olier	1-50 C	50				1	Holophane, 457	1-25 Tu	25	Almond.
Room 419	2					6-25 Tu	300			2		Holophane	1-100 Tu	200	
				4	D'Olier	1-50 C	200				4	Holophane, 457	1-25 Tu	100	Do.
	1					3-25 Tu	75			1		Holophane	1-60 Tu	60	
Rooms 420 and 421	1					6-25 Tu	150			1		do	150 Tu	150	
			1			1-25 Tu	25			1		do	1-25 Tu	25	
			7		D'Olier	1-25 Tu	175				7	Holophane, 457	1-25 Tu	175	Do.
Room 423	3					6-25 Tu	450			3		Holophane	1-100 Tu	300	
	4					6-25 Tu	600			4		do	1-100 Tu	400	
		3				1-25 Ta	75		3			do	1-25 Tu	75	
				19	D'Olier	1-25 Tu	475				19	Holophane, 457	1-25 Tu	475	Do.
Room 425	1					4-25 Tu	100			1		Holophane	1-150 Tu	150	
			2			1-40 Tu	80	(1)	(1)	(1)	(1)				
		1				1-25 Tu	25		(2)						
				3	D'Olier	1-25 Tu	75				3	Holophane, 457	1-25 Tu	75	Do.
Room 426	1		(3)			6-25 Tu	150			1		Holophane	1-150 Tu	150	
Two toilets	(3)	(3)	8	(3)		1-50 C	400			2		do	1-40 Tu	80	
Corridors			8		Flat opal	6-25 Tu	1,200			8		do	1-60 Tu	480	
THIRD FLOOR.															
Room 301	1					2-60 Tu	120			1		Holophane	1-100 Tu	100	
	1					6-25 Tu	150			1		do	1-250 Tu	250	Judge's room.
				1	D'Olier	1-25 Tu	25				1	Holophane, 457	1-25 Tu	25	
		1				1-25 Tu	25				1	Holophane	1-25 Tu	25	

Room 303	2				Opal	34–25 Ta	1,700			4		do	1–400 Tu	1,600	
Room 304		2				2–25 Tu	100		2			do	2–25 Tu	100	
		3				1–50 C	150		2			do	1–25 Tu	50	
				2	D'Olier	1–25 Tu	50				2	Holophane, 457	1–25 Tu	50	Almond.
	1					1–25 Tu	25			1		Holophane	1–60 Tu	60	
		1				2–25 Tu	50	(2)							
	1					3–25 Tu	75			1		Holophane	1–60 Tu	60	
		1				1–25 Tu	25	(2)							
				1	D'Olier	1–25 Tu	25				1	Holophane, 457	1–25 Tu	25	Do.
Room 305	2					6–25 Tu	300			2		Holophane	1–100 Tu	200	
				1	D'Olier	1–25 Tu	25				1	Holophane, 457	1–25 Tu	25	Do.
Room 306	1					6–25 Tu	150			1		Holophane	1–150 Tu	150	
Room 307	1					6–25 Tu	150			1		do	1–100 Tu	100	
Room 308	1					6–25 Tu	150			1		do	1–150 Tu	150	
Room 309	1					6–25 Tu	150			1		do	1–150 Tu	150	
Room 310	1					6–25 Tu	150			1		do	1–150 Tu	150	
				1	D'Olier	1–25 Tu	25				1	Holophane, 457	1–25 Tu	25	Do.
Room 311	1					6–25 Tu	150			1		Holophane	1–150 Tu	150	
				2	D'Olier	1–25 Ta	50				2	Holophane, 457	1–25 Tu	50	Do.
Room 312	1					6–25 Tu	150			1		Holophane	1–100 Tu	100	
				2	D'Olier	1–25 Ta	50				2	Holophane, 457	1–25 Tu	50	Do.
Room 313	1					6–25 Tu	150			1		Holophane	1–150 Tu	150	
		4				1–25 Tu	100	(2)							
				2	D'Olier	1–25 Ta	50				2	Holophane, 457	1–25 Tu	50	Do.
Room 314	1					6–25 Tu	150			1		Holophane	1–150 Tu	150	
				1	D'Olier	1–25 Tu	25				1	Holophane, 457	1–25 Tu	25	Do.
Room 315	2					6–50 C	600			2		Holophane	1–100 Tu	200	
		1				1–25 Tu	25			1		do	1–25 Tu	25	
Room 317	2					6–25 Tu	300			2		do	1–150 Tu	300	
			16			1–25 Tu	400			16		do	1–25 Tu	400	
		1				1–25 Ta	25		1			do	1–25 Tu	25	
	1					6–25 Tu	150			1		do	1–60 Tu	60	

[1] Omit. [2] Omit brackets. [3] Standard.

United States post office and customhouse, Cincinnati, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
THIRD FLOOR—continued.															
Rooms 318, 319	2				Opal	34-25 Ta	1,700			4		Holophane	1-400 Tu	1,600	
		2				2-25 Tu	100		2			do	2-25 Tu	100	
		3				1-50 C	150		2			do	1-25 Tu	50	
	2				D'Olier	1-25 Tu	50				2	Holophane, 457	1-25 Tu	50	Almond.
	1					1-25 Tu	25			1		Holophane	1-60 Tu	60	
		1				2-25 Tu	50		(1)						
Room 320	2					6-25 Tu	300			2		Holophane	1-150 Tu	300	Judge's room.
		1				1-25 Tu	25		1			do	1-25 Tu	25	
Room 322	1					6-25 Tu	150			1		do	1-150 Tu	150	
		2				1-25 Tu	75		2			do	1-25 Tu	50	
Room 323	1					6-25 Tu	150			1		do	1-150 Tu	150	
		1				1-25 Tu	25		(1)						
Rooms 324 and 325		41			D'Olier	1-25 Tu	1,025		41			D'Olier	1-25 Tu	1,025	Old brackets.
Room 326				3	do	1-25 Tu	75				3	Holophane	1-25 Tu	75	Almond.
Rooms 327 and 328	1					6-25 Tu	150	(3)	(2)	(2)	(2)				
		28			D'Olier	1-25 Tu	700		28			D'Olier	1-25 Tu	700	Old brackets.
				4	do	1-25 Tu	100				4	Holophane, 457	1-25 Tu	100	Almond.
2 toilets	(3)	(3)	(3)	(3)		1-25 Tu	200			2		Holophane	1-40 Tu	80	
Corridors			6		Opal	1-100 Tu	600			8		do	1-60 Tu	480	
SECOND FLOOR.															
Room 201	1					3-25 Tu	75			1		do	1-100 Tu	100	
	1					6-25 Tu	150			1		do	1-100 Tu	100	
				2	D'Olier	1-25 Ta	50				2	Holophane 457	1-25 Tu	50	Almond.
Room 202	1					3-25 Tu	75			1		Holophane	1-60 Tu	60	
Room 203	4					6-25 Tu	600	(2)	(2)	(2)	(2)				

Rooms 204 and 205	1					3-25 Tu	75	(2)	(2)	(2)	(2)				
		17		1		1-25 Tu	425		17			Holophane	1-25 Tu	425	
			17		Holophane	1-60 Th	925			17		do	1-60 Tu	925	
	1					3-25 Tu	75			1		do	1-60 Tu	60	
		3				1-25 Tu	75			3		do	1-25 Tu	75	
Room 206	2					6-25 Tu	300			2		do	1-150 Tu	300	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
Rooms 207 and 208	2					6-25 Tu	450			2		Holophane	1-100 Tu	200	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
Room 209	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
Room 210	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
Rooms 211, 212, 213	3					6-25 Tu	450			3		do	1-150 Tu	450	
		3			Glass globe	1-25 Tu	75		3			Glass globe	1-25 Tu	75	
		1			do	1-40 Tu	40		1			do	1-40 Tu	40	
Room 214	1					2-60 Tu	120			1		Holophane	1-150 Tu	150	
Room 215	1					2-60 Tu	120			1		do	1-150 Tu	150	
Room 216	1					6-25 Tu	150			1		do	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	50	Do.
Room 218	3					6-25 Tu	450			3		Holophane	1-100 Tu	300	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
				1	Safe	1-25 Tu	25				1		1-25 Tu	25	
Rooms 219 and 220	4					6-25 Tu	600			4		Holophane	1-100 Tu	400	
Rooms 221 and 222	1					4-25 Tu	100			1		do	1-100 Tu	100	
		11			D'Olier	1-50 C	550		11			D'Olier	1-25 Tu	275	
			4		Holophane	1-25 Tu	100			4		Holophane	1-25 Tu	100	
				9	D'Olier	1-25 Tu	225				9	Holophane 457	1-25 Tu	225	Do.
Room 223	1					6-25 Tu	150			1		Holophane	1-60 Tu	60	
				3	D'Olier	1-25 Tu	75				3	Holophane 457	1-25 Tu	75	Do.
Room 224	2					6-25 Tu	300			2		Holophane	2-100 Tu	200	
				4	D'Olier	1-25 Tu	100				4	Holophane 457	1-25 Tu	100	Do.
Room 225	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.

[1] Omit brackets. [2] Omit. [3] 8 standards.

United States post office and customhouse, Cincinnati, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
SECOND FLOOR—continued.															
Room 226	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	Almond.
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 227	2					4-25 Tu	200			2		Holophane	1-100 Tu	200	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 228	1				Holophane	6-60 Tu	360			1		Holophane	1-150 Tu	150	
Room 229	1					6-25 Tu	150			1		do	1-60 Tu	60	
			1			2-25 Tu	50			2		do	1-25 Tu	50	
				3	D'Olier	1-25 Tu	75				3	Holophane 457	1-25 Tu	75	Do.
Room 230	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
				3	D'Olier	1-25 Tu	75				3	Holophane 457	1-25 Tu	75	Do.
Room 231	1					6-25 Tu	150			1		Holophane	1-150 Tu	150	
			5			1-25 Tu	125			5		do	1-25 Tu	125	
			1		Flat opal	4-25 Tu	100			1		do	1-60 Tu	60	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
2 toilets	(1)	(1)	(1)	(1)		1-25 Tu	200			2		Holophane	1-40 Tu	80	
Corridors			8		Alba	1-150 Tu	1,200			8		do	1-60 Tu	480	
Room 101	2					6-25 Tu	300			2		Holophane	1-150 Tu	300	
		2				1-25 Tu	50		2			do	1-25 Tu	50	
				5	D'Olier	1-25 Tu	125				5	Holophane 457	1-25 Tu	125	
	1					3-25 Tu	75			1		Holophane	1-60 Tu	60	
			2			1-25 Tu	50			2		do	1-25 Tu	50	
Room 102	4					3-25 Tu	300			4		do	1-60 Tu	240	
		38				1-25 Tu	950		38			do	1-25 Tu	950	
				18	D'Olier	1-25 Tu	450				18	Holophane 457	1-25 Tu	450	Do.

Elevator	2				Moon	1-25 Tu	100	1				Moon	1-25 Tu	100	
			2		Globe	1-25 Tu	50			2		Globe	1-25 Tu	50	
Room 104 and mezzanine.			6			1-25 Tu	150			6		Holophane	1-25 Tu	150	
		1				1-25 Tu	25		1			do	1-25 Tu	25	
Room 104A			6			1-25 Tu	150			6		do	1-25 Tu	150	
		1				1-25 Tu	25		1			do	1-25 Tu	25	
Room 106		16			Holophane	1-25 Tu	400		16			do	1-25 Tu	400	
			3		do	1-60 Tu	180			3		do	1-60 Tu	180	
			18		do	1-25 Tu	450			18		do	1-25 Tu	450	
	2				do	3-25 Tu	150			2		do	1-60 Tu	120	
				9	D'Olier	1-25 Tu	225				9	Holophane 457	1-25 Tu	225	Do.
Room 105	2				Holophane	3-25 Tu	150			3		Holophane	1-60 Tu	180	
		9			do	2-25 Tu	450		9			do	2-25 Tu	450	
				5	D'Olier	1-25 Tu	125				5	Holophane 457	1-25 Tu	125	Do.
				1		1-50 C	50				1		1-25 Tu	25	
Corridors			22		Opal	1-250 Tu	5,500			22		Holophane	1-250 Tu	5,500	
2 desks	(2)	(2)	(2)	(2)	Spoons	1-50 C	300	(2)	(2)	(2)	(2)	do	1-25 Tu	150	
Booths		27			Opal	1-25 Tu	675		27			do	1-25 Tu	675	
Outside work-room.	(3)	(3)	(3)	(3)			2,400	(3)	(3)	(3)	(3)			2,400	
Section A	2					6-25 Tu	300			2		Holoplane	1-150 Tu	300	
	1					3-25 Tu	75			1		do	1-60 Tu	60	
		20			Old tin	1-25 Tu	500		20			do	1-25 Tu	500	
			12			1-25 Tu	300			12		do	1-25 Tu	300	
				21	D'Olier	1-25 Tu	525				21	Holophane 457	1-25 Tu	525	
Section B	1				Holophane	3-25 Tu	75			1		Holophane	1-60 Tu	60	
	1				do	6-25 Tu	150			1		do	1-150 Tu	150	
			4		do	1-25 Tu	100			4		do	1-25 Tu	100	
		12			do	1-25 Tu	300		12			do	1-25 Tu	300	
				5	D'Olier	1-25 Tu	125				5	Holophane 457	1-25 Tu	125	

[1] 8 standards. [2] 6 standards. [3] 4 arc lamps.

United States post office and customhouse, Cincinnati, Ohio—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
SECOND FLOOR—continued.															
Section C	(1)	(1)	(1)	(1)			1,800	(2)	(2)	(2)	(2)				
			8		Holophane	1-25 Tu	200			8		Holophane	1-25 Tu	200	1 bag rack.
			55		do	1-25 Tu	1,375			9		General Electric mill.	1-150 Tu	1,350	9 bag racks.
		97			do	1-25 Tu	2,425		97			Holophane	1-25 Tu	2,425	
	10				do	6-25 Tu	1,500			10		do	1-100 Tu	1,000	
			1		do	1-60 Tu	60			1		do	1-60 Tu	60	
	2				do	1-150 Tu	300			2		do	1-150 Tu	300	
		1			do	1-40 Tu	40		1			do	1-25 Tu	25	
		197			Various	1-25 Tu	4,925		168			D'Olier	1-25 Tu	4,200	17 letter racks, straight.
		60			do	1-25 Tu	1,500		60			do	1-25 Tu	1,500	20, 3-side letter racks.
	(3)	(3)	(3)	(3)			1,200	(3)	(3)	(3)	(3)			1,200	
Room 1			3		Tin	1-50 C	150			3		do	1-25 Tu	75	
Room 2			4		do	1-50 C	200			4		do	1-25 Tu	100	
Room 3		42			do	1-25 Tu	1,050			42		do	1-25 Tu	1,050	
			25		Holophane	1-25 Tu	625			25		do	1-25 Tu	625	
Room 4	1				Tin	4-25 Tu	100			1		do	1-100 Tu	100	
				4	D'Olier	1-25 Tu	100				4	Holophane 457	1-125 Tu	100	Almond.
Room 5			3		Tin	1-25 Tu	75			3		Holophane	1-25 Tu	75	
Room 6			4		do	1-50 C	200			4		do	1-25 Tu	100	
			5		do	1-25 Tu	125			5		do	1-25 Tu	125	
		1				1-25 Tu	25		1			do	1-25 Tu	25	
Room 7			3		Tin	1-25 Tu	75			3		do	1-25 Tu	75	

Room 8			20		do	1-25 Tu	500			20		do	1-25 Tu	500	
Room 9	1					6-25 Tu	150			1		do	1-100 Tu	100	
			3		Tin	1-25 Tu	75			3		do	1-25 Tu	75	
Room 10			17		do	1-25 Tu	425			17		do	1-25 Tu	425	
			2		do	1-60 Tu	120			2		do	1-40 Tu	80	
		6				1-50 C	300		6			do	1-25 Tu	150	
			5			1-100 Tu	500			5		do	1-100 Tu	500	
	(4)	(4)	(4)	(4)			2,100	(4)	(4)	(4)	(4)				
		1				1-25 Tu	25		1			Holophane	1-25 Tu	25	
Room 11			28		Tin	1-50 C	1,400			28		do	1 25 Tu	700	
Room 12			22		do	1-50 C	1,100			22		do	1-25 Tu	550	
Room 13			3		do	1-50 C	150			3		do	1-25 Tu	75	
Room 14			7		do	1-50 C	350			7		do	1-25 Tu	175	
Room 15			8		do	1-50 C	400			8		do	1-25 Tu	200	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	125	Almond.
Room 16			14		Tin	1-50 C	700			14		Holophane	1-25 Tu	350	
Room 17			6		do	1-50 C	300			6		do	1-25 Tu	150	
Subbasement, engine room etc.			106		do	1-25 Tu	2,650			106		do	1-25 Tu	2,625	
			2		do	1-60 Tu	120			2		do	1-60 Tu	120	
			14		do	1-50 C	700			14		do	1-40 Tu	560	
			2		do	1-100 C	200			2		do	1-60 Tu	120	
							89,615							67,270	

[1] 6 Cooper-Hewitt lamps. [2] Omit. [3] 4 Cooper-Hewitt lamps. [4] 7 Cooper-Hewitt lamps.

81,615—67,270=22,345=25 per cent.

UNITED STATES POST OFFICE AND COURTHOUSE, KNOXVILLE, TENN.

This is a white stone building with four stories and basement and was built about 1872, and remodeled in 1909, at which time new fixtures were installed and the wiring system remodeled.

The principal officers are: Postmaster, Mr. Cary F. Spence; assistant postmaster, Mr. W. L. Clapp; custodian, Mr. James G. Crumbliss; electrician, Mr. W. R. Samuel.

The building is in good order, clean and well kept up and every possible effort in this direction as well as for efficiency and economy being made by the postmaster and his assistants.

The fourth or attic floor is unfinished and unoccupied, and this space could be made available if properly finished off and lighted.

The building is heated by steam from its own local heating plant, the heating system is in good order and the heating of the building is satisfactory.

Electric current is purchased from the Knoxville Railway & Lighting Co., and alternating for the lights and direct for the elevator motor.

The electric-lighting system has been brought up to date; the wiring is installed in metal conduits, with base and floor plugs and control switches in the various rooms. These control switches, all of the "snap" type, are unsatisfactory and should be changed for the more modern type of "push" switch.

The wiring in the basement is poor and in wooden molding, and all lamp pendents are of twisted circuit wire. The basement wiring should be remodeled and proper "code" cord pendents installed.

The cut-out boxes are up to date, with inclosed fuses and knife switches, and are in good order.

The fixtures are "Government" standard in design and of modern type.

The building has too much light as at present constituted; "unit" type fixtures should be substituted for the chandeliers in the various rooms with lamps of the capacities in the schedule; holophane reflectors should be of the intensive type and be satin finish, and the lamp's bowl frosted, care being taken to get the lights suspended at such heights as will give the maximum illuminating effect.

All "unit" fixtures should be equipped with chain-pull sockets and "Economy" type pull, so that each can be operated separately.

"Sale" type portables equipped with holophane No. 457 metal shades should be substituted for the Almond portables now in use.

The workroom is large and roomy and fairly well arranged, but could be considerably bettered by a careful local study of the working conditions.

The general illumination of this room is too great and badly placed; all chandeliers should be removed and "unit" pendents substituted and provided with General Electric Co. mill-type metal reflectors and bowl-frosted lamps of capacities indicated in the schedule and suspended at proper heights to give the maximum illuminating effect.

The letter-distributing racks are, as usual, very poorly lighted and should receive careful consideration and be relighted in the most approved manner.

The bag racks should be so located that they will come under the "unit" pendents, thus obviating the necessity for special lighting for the same.

The building is only partly equipped with tungsten lamps, the old carbon lamps being kept running until they give out before tungsten lamps are substituted. This is bad practice, uneconomical of current and inefficient as to lighting, and should be stopped and the building properly lamped with tungsten lamps throughout.

If the suggested changes in the lights and fixtures throughout the building are made, there will result a reduction in current consumption of about 29.6 per cent at full load, and the efficiency of operation will be largely increased.

I attach hereto a schedule of the various fixtures and lights throughout the building, with suggested changes, also a statement of the electric current consumed for light and power during the year 1912, and the rate at which current is sold by the Knoxville Railway & Lighting Co.

United States post office and courthouse, Knoxville, Tenn.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
Basement			21			1-50 C	1,050			21		Holophane	1-25 Tu	525	
	2					2-50 C	200			2		do	1-25 Tu	50	
	8					4-50 C	600			8		do	1-40 Tu	320	
			1			1-60 Tu	60			1		do	1-25 Tu	25	
							1,200							1,200	2 arc lamps.
FIRST FLOOR.															
Room 101			1			1-50 C	50			1		Holophane	1-25 Tu	25	
Room 102	4					4-50 C	800			4		do	1-150 Tu	600	
		10				1-25 Tu	250		10			do	1-25 Tu	250	
				6	D'Olier	1-25 Tu	150				6	Holophane 457	1-25 Tu	150	Almond.
Room 103	1				Globes	1-100 Tu	100				1	Globe	1-100 Tu	100	
Room 107	2					4-25 Tu	200			2		do	1-100 Tu	200	
Room 110			1			1-50 C	50			1		do	1-25 Tu	25	
Room 108	2					4-50 C	400			2		do	1-60 Tu	120	
	1					6-50 C	300			1		do	1-60 Tu	60	
	1					4-25 Tu	100			1		do	1-100 Tu	100	
				1		1-25 Tu	25				1	do	1-25 Tu	25	Vault.
Corridors			4		Globes	1-100 Tu	400			4		Globes	1-100 Tu	400	
			2			1-40 Tu	80			2		Holophane	1-40 Tu	80	
		1			Globes	1-25 Tu	25		1			Globe	1-25 Tu	25	
	21					6-50 C	6,300			21		General Electric Mill.	1-150 Tu	3,150	General light.
		30				1-25 Tu	750		30			Holophane	1-25 Tu	750	
		30			D'Olier	1-50 C	1,500		30			D'Olier	1-25 Tu	750	Straight letter rack.
		6			do	1-25 Tu	150		6			do	3-25 Tu	450	Angle letter racks.
		1			Opal	6-25 Tu	150			1		Mill	1-100 Tu	100	Paper rack.

United States post office and courthouse, Knoxville, Tenn.—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Bracket.	Pendents.	Portables.				
SECOND FLOOR.															
Room 201	2					6-50 C	600			2		Holophane	1-100 Tu	200	
Room 202	1					6-25 Tu	150			1		do	1-100 Tu	100	
Room 204	1					4-50 C	200			1		do	1-25 Tu	25	
Room 206	1					4-50 C	200			1		do	1-60 Tu	60	
				1	D'Olier	1-50 C	50				1	Holophane 457	1-25 Tu	25	Almond.
Room 208			1			1-25 Tu	25			1		Holophane	1-25 Tu	25	
Rooms 209-215	2					6-25 Tu	300			3		do	1-100 Tu	300	
Room 217		1				4-50 C	200				(1)				
Room 210	1					4-25 Tu	100			1		Holophane	1-100 Tu	100	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 212	1					6-25 Tu	150			1		Holophane	1-100 Tu	100	
				6	D'Olier	1-25 Tu	150				6	Holophane 457	1-25 Tu	150	Do.
Rooms 214-216	3					6-25 Tu	450			3		Holophane	1-150 Tu	450	
		1				1-25 Tu	25			(1)					
				5	D'Olier	1-25 Tu	125				5	Holophane 457	1-25 Tu	125	Do.
Room 218	1					6-25 Tu	150			1		Holophane	1-100 Tu	100	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
Room 220	1					4-50 C	200			1		Holophane	1-100 Tu	100	
Room 223	1					4-25 Tu	100			2		do	1-60 Tu	120	
			1			1-50 C	50			1		do	1-25 Tu	25	
Room 224	1					6-25 Tu	150			1		do	1-100 Tu	100	
Room 226	1					6-25 Tu	150			1		do	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Rooms 227-228	2					1-150 C	600			6		Holophane	1-100 Tu	600	
Room 230	1					6-50 C	300			1		do	1-100 Tu	100	
Room 232	1					6-50 C	300			1		do	1-150 Tu	150	
Corridors			8		Globes	1-50 C	400			8		Globes	1-40 Tu	320	
			3		do	1-100 Tu	300			3		do	1-40 Tu	120	

THIRD FLOOR.															
Room 301	1					6-50 C	300			1		Holophane	1-150 Tu	150	
Room 302	1					4-50 C	200			1		do	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 304	1					4-50 C	200			1		Holophane	1-150 Tu	150	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 305			1			1-50 C	50			1		Holophane	1-25 Tu	25	
Room 306										1		do	1-25 Tu	25	Put this in.
Room 308			1		Globes	1-100 C	100			1		do	1-60 Tu	60	
Room 311	1					4-50 C	200			1		do	1-100 Tu	100	
Room 313	1					4-50 C	200			1		do	1-60 Tu	60	
Rooms 307 and 315	1				Opal	12-50 C	600			8		do	1-100 Tu	800	Court room.
Rooms 309 and 320	2				do	8-50 C	400		(1)	(1)	(1)				
		2			do	2-50 C	200				1	Holophane	1-100 Tu	100	
Room 318	1					4-50 C	200			1		do	1-100 Tu	100	
Room 317	1					4-50 C	200				2	Holophane 457	1-25 Tu	50	Almond.
				2	D'Olier	1-25 Tu	50			2		Holophane	1-60 Tu	120	
Room 322			2		do	2-50 C	200			1		do	1-25 Tu	25	
			1			1-50 C	50					do	1-25 Tu	25	
Room 323		1				1-25 Tu	25		1	1		do	1-150 Tu	150	
Rooms 326 and 328	1					6-25 Tu	150				1	Holophane 457	1-25 Tu	25	Do.
				1	D'Olier	1-25 Tu	25			2		Holophane	1-150 Tu	300	
Rooms 327 and 330	2					6-25 Tu	300			1		do	1-150 Tu	150	
Room 332	1					6-50 C	300			1		do	1-150 Tu	150	
Room 334	1					6-50 C	300			1		do	1-150 Tu	150	
Room 336	1					6-50 C	300			8		do	1-25 Tu	200	
Corridors			1		Globes	1-100 Tu	100			1		do	1-25 Tu	25	
			8		do	1-50 C	400								
Attic [2]	(2)	(2)	(2)	(2)						10		Holophane	1-25 Tu	250	Put these in.
							23,465							16,519	

[1] Omit.

[2] No lights in at present.

23,465−16,519=6,946=29.6 per cent.

Hon. J. G. CRUMBLISS,
Custodian, etc., City.

DEAR SIR: Herewith I hand you proposal for electric current for United States post office and customhouse building at this place.

1. (*a*) Incandescent electric lighting, not including free renewals of lamps, 6 cents net per kilowatt hour; 2 postal canceling machine service, 6 cents net per kilowatt hour; and 3-pump ventilating fan and elevator motor service, 6 cents net per kilowatt hour.

Yours, very truly, G. H. HARVEY, *President.*

Lights and electrical power.

June quarter, 1911, 7,878 kilowatt hours	$472.68
September quarter, 1911, 7,065 kilowatt hours	423.90
December quarter, 1911, 8,618 kilowatt hours	517.08
March quarter, 1911, 11,449 kilowatt hours	686.94
	2,100.60

UNITED STATES POST OFFICE AND CUSTOMHOUSE, CHATTANOOGA, TENN.

This is a very fine white stone building with five stories and a basement and is in two connecting parts, the first part being finished in 1892 and the extension in 1910. It is finely finished and appointed interiorly and is quite up to date in every way.

It is in good order, clean and well kept up, every possible effort in this direction as well as for efficiency and economy being made by the postmaster and his assistants.

The principal officers are: Postmaster and custodian, Mr. W. Scott Raulston; engineer, Mr. W. G. Jones.

The building is heated by steam from its own local heating plant, and is not as satisfactory in operation as it should be, the old section being installed on a two-pipe system and the new building on a one-pipe system, the two being coupled together causing trouble at times. The building is sufficiently heated.

Electric current is purchased from the Chattanooga Light & Power Co., and is alternating for the lights and direct for the motors.

The electric-lighting system is up to date; the wiring is installed in metal conduit with base plugs and control switches in the various rooms; there are no floor boxes. The control switches are of the snap type and are not what they should be.

The cut-out boxes are up to date with inclosed fuses and knife switches, and are in good order.

The wiring system is in good shape, except in the basement where there is a good deal of loose work, the connections to the service boards and motors being very poor, and should be properly reinstalled, and the main service board should be properly inclosed.

The fixtures are "Government" standard in design and modern in character, the chain pendent fixtures for "unit" lights in the lobby being particularly fine and a good type for use wherever "unit" pendent fixtures are required.

All reflectors and glassware are of the Holophane type.

"Unit" type fixtures should be substituted for the chandeliers in the various rooms, with lamps of the capacities indicated in the schedule; the Holophane reflectors should be satin finish and the lamp's bowl frosted; care being taken to get the lights suspended at such heights as will give the maximum illuminating effect.

All "unit" fixtures should be equipped with chain-pull socket and "Economy" type pulls, so that each can be operated separately.

"Dale" type portables, equipped with Holophane No. 457 metal shades, should be substituted for the "Almond" portables now in use.

The workroom is not well laid out, but is in a mixed condition, due to growth of business and additions being made from time to time without any definite initial plan; a general rearrangement of the letter racks and other furniture is required.

The general illumination of the workroom is faulty and should be changed. All chandeliers should be removed and "unit" pendents substituted at points indicated, and provided with General Electric Co. mill type metal reflectors and bowl frosted tungsten lamps of capacities indicated in the schedule, and suspended at proper heights to give the maximum illuminating effect.

The letter-distributing racks are, as usual, very poorly lighted and should receive careful consideration and be relighted in the most approved manner.

The bag racks should be so located that they will come under the "unit" pendents, thus obviating the necessity for special lighting for the same.

The building is almost entirely equipped with tungsten lamps, but the practice, which obtains here, of keeping the old carbon lamps burning until they give out before tungstens are substituted is uneconomical and should be stopped and the building properly lamped with tungsten lamps throughout.

If the suggested changes in the lights and fixtures throughout the building are made, there will result a reduction in current consumption at full load of about 38 per cent and the efficiency of operation will be largely increased.

I attach hereto a schedule of the various fixtures and lamps throughout the building with suggested changes, also a statement of the electric current consumed for light and power during the year 1911, and the rate at which current is sold by the Chattanooga Light & Power Co.

United States customhouse and post office, Chattanooga, Tenn.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
Basement	6				Holophane	4-50 C	1,200			6		Holophane	1-60 Tu	240	
			4		do	1-50 C	200			4		do	1-25 Tu	100	
		25			do	1-25 Tu	625			25		do	1-25 Tu	625	
FIRST FLOOR.															
Room 106	1				Holophane	6-25 Tu	150			1		Holophane	1-100 Tu	100	
Room 107	1				do	6-25 Tu	160			1		do	1-150 Tu	150	
Room 104				1	do	1-25 Tu	25				1		1-125 Tu	25	Vault.
Room 103	1				do	6-25 Tu	150			1		Holophane	1-100 Tu	100	
	1				do	6-50 C	300			1		do	1-100 Tu	100	
Room 110	2				do	4-50 C	400			2		do	1-60 Tu	120	
		3			do	1-25 Tu	75		3			do	1-25 Tu	75	
			1		D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Almond.
Corridors			9		Globes	1-60 Tu	540			9		Globes	1-60 Tu	540	Chain pendent.
Space A		8			Holophane	1-50 C	400		8			Holophane	1-25 Tu	200	
	2				do	4-50 C	400			2		do	1-100 Tu	200	
	22				do	4-50 C	4,400			22		do	1-100 Tu	2,200	
		14			do	1-25 Tu	350		14			do	1-25 Tu	250	
			3		do	1-25 Tu	75			3		do	1-25 Tu	75	
		30			do	1-50 C	1,500		30			D'Olier	1-25 Tu	750	Straight.
		15			do	1-25 Tu	375								Letter rack.
		3			do	1-25 Tu	75		18			D'Olier	1-25 Tu	450	Single letter rack.
									3			do	1-25 Tu	75	Paper rack.
SECOND FLOOR.															
Room 213	1				Holophane	4-25 Tu	100								
				1	D'Olier	1-25 Tu	25			1		Holophane	1-100 Tu	100	
Room 215	1				Holophane	4-25 Tu	100			1		do	1-60 Tu	60	

Room 217	4				do	2-25 Tu	200			2		do	1-100 Tu	200	
				1	D'Olier	1-25 Tu	25				2	Holophane 457	1-25 Tu	50	Almond.
Room 218	2				Holophane	4-25 Tu	200		1			Holophane	1-25 Tu	25	
				1	D'Olier	1-25 Tu	25			1		do	1-60 Tu	60	
Room 224	2				Holophane	2-25 Tu	100			1		do	1-100 Tu	100	
Room 219			1		do	1-50 C	50			1		do	1-60 Tu	60	
		1			do	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 226			1		Globe	1-60 Tu	60			1		Holophane	1-100 Tu	100	
Room 227	3				Holophane	5-25 Tu	375			4		do	1-40 Tu	160	
Room 228	1				do	5-50 C	250				1	Holophane 457	1-25 Tu	25	Do.
Corridors			7		Globes	1-60 Tu	420			2		Holophane	1-60 Tu	120	
Room 201	1				Holophane	4-25 Tu	100				1	Holophane 457	1-25 Tu	25	Do.
Room 203	1				do	4-25 Tu	100				2	Holophane	1-40 Tu	80	
Rooms 207-208	2				do	6-25 Tu	300			1		do	1-25 Tu	25	
			2		D'Olier	1-25 Tu	50		1			do	1-25 Tu	25	
		1			Holophane	1-25 Tu	25			1		Globe	1-60 Tu	60	
Room 209	1				do	4-25 Tu	100			3		do	1-60 Tu	180	
Room 210	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
										7		do	1-60 Tu	420	
THIRD FLOOR.															
Room 301	1				do	4-25 Tu	100			1		Holophane	1-60 Tu	60	
Room 303	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
Room 304	1				do	2-25 Tu	50			1		do	1-40 Tu	40	
Room 306	1				do	2-25 Tu	50			1		do	1-40 Tu	40	
Rooms 307 and 308	3				do	6-25 Tu	150			3		do	1-100 Tu	300	
Room 309	1				do	4-25 Tu	100			1		do	1-100 Tu	100	
Room 313	1				Globes	4-25 Tu	100			1		do	1-100 Tu	100	
Room 314	1				do	4-25 Tu	100				1	do	1-100 Tu	100	
Room 316	1				do	4-25 Tu	100			1		do	1-100 Tu	100	
Rooms 318 and 319	3				do	6-40 Tu	720			4		do	1-250 Tu	1,000	
Room 320			2		do	1-25 Tu	50			1		do	1-40 Tu	40	
Room 321			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
Room 322	2				do	5-25 Tu	250			2		do	1-100 Tu	200	
Room 323	2				do	5-25 Tu	250			2		do	1-100 Tu	200	
Corridor			6		do	1-60 Tu	360			6		Globes	1-60 Tu	360	

United States customhouse and post office, Chattanooga, Tenn.—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FOURTH FLOOR.															
Room 401		1			Holophane	1-50 C	50		1			Holophane	1-25 Tu	25	
Room 402		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Room 404	1				do	4-25 Tu	100			1		do	1-100 Tu	100	
Room 403	1				do	4-25 Tu	100			2		do	1-60 Tu	120	
		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Room 407	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
Room 409		1			do	1-40 Tu	40			1		do	1-25 Tu	25	
Room 410	1				do	2-25 Tu	50			1		do	1-40 Tu	40	
Room 411	2				do	4-25 Tu	200			2		do	1-60 Tu	120	
Room 412	2				do	4-25 Tu	200			2		do	1-60 Tu	120	
Room 413		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Room 419	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
Room 414		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Room 415		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Corridor			4		Globes	1-25 Tu	100			4		Globes	1-25 Tu	100	
Attic			4			1-25 Tu	100			4		Holophane	1-25 Tu	100	
							17,815							12,080	

17815—12080=5735=30 per cent.

Electric current, January, 1911, to January, 1912.

[Chattanooga light and power.]

Date.	Light.	Power.	Amount.	Date.	Light.	Power.	Amount.
1911.	*Kw. hr.*	*Kw. hr.*		1911.	*Kw. hr.*	*Kw. hr.*	
Jan. 31	437	131	$270.06	Sept. 30	244	22	$147.72
Feb. 28	398	137	247.02	Oct. 30	276	240	180.00
Mar. 31	311	152	195.96	Nov. 30	323	62	197.52
Apr. 30	320	202	204.12	Dec. 31	345	180	217.80
May 31	271	133	170.58	1912.			
June 30	249	173	159.78	Jan. 31	409	286	262.56
July 31	240	137	152.22				
Aug. 31	257	44	156.84				

APRIL 4, 1912.

PROPOSAL FOR ELECTRIC CURRENT.

The undersigned hereby agrees to furnish to the United States customs building at Chattanooga, Tenn., electric current for light and power purposes under the following conditions, and at the prices named, for the fiscal year ending June 30, 1913:

1. *Lighting.*—(*a*) Incandescent electric lighting, not including free renewal of lamps, 6 cents per kilowatt hour. (*b*) Incandescent electric lighting, including free renewal of 40-watt Gem lamps, 12 cents for first, 5 per cent of possible maximum kilowatt hours if used continuously for 30 days; 6 cents for all in excess during this same period.

2. Postal canceling machine, 6 cents per kilowatt hour.

3. Pump, ventilating fans, and elevator motor service, 6 cents per kilowatt hour.

4. Statement relative to waiving discount period offered for prompt payments.

All rates given above are net as per paragraph 3 on opposite page.

5. We propose to furnish alternating current for electric lamps, but not less than —— direct volts and not more than —— volts at the building.

(Signed) W. E. BOILIAN,
(Official title) *General Manager,*
Chattanooga Light & Power Co.

UNITED STATES CUSTOMHOUSE AND POST OFFICE, BIRMINGHAM, ALA.

This building is a brick structure, with stone trimmings and clock tower, has four stories and a basement, and was built in 1898.

The principal officers are: Postmaster and custodian, Mr. T. H. Aldrich; assistant postmaster, Mr. A. D. Smith; electrician, Mr. M. G. Lewis.

It is in good order, clean, and well kept up, but somewhat crowded. The fourth story, or attic, is practically empty and could be utilized if put in proper shape. Every possible effort is being made by the postmaster and his assistants to keep the building up to a high grade of economy and efficiency.

The building is heated by steam, which is at present supplied by the Birmingham Railway, Light & Power Co., who also supply the electric current for the building. The heating system is in good order, and the building is heated satisfactorily.

The electric current is direct in character for both lights and power.

The electric-lighting system is in good order, the building having been revised in 1910; the wiring is in metal conduit, with the exception of a portion in the basement, which has been left in wooden molding, as originally installed. There are floor and base plugs and control switches of the push-button type in the various rooms.

The cut-out boxes are up to date, with inclosed fuses and knife switches, and are in good order.

The fixtures are "Government" standard in design and of modern type.

All reflectors and glassware are Holophane type.

"Unit" type fixtures should be substituted for the chandeliers in the various rooms with lamps of the capacities indicated in the schedule; the Holophane reflectors should be satin finish and the lamp bowls frosted, care being taken to get the lights suspended at such heights as will give the maxium illuminating effect.

All "Unit" fixtures should be equipped with chain pull and "Economy" type pull socket so that each can be operated separately.

"Dale" type portables, equipped with Holophane No. 457 metal shades, should be substituted for the "Almond" portables now in use.

The workroom is fairly well laid out and with the changes which the postmaster is introducing will be in good shape for the rapid progression of the work.

The general illumination of the workroom should be remodeled, all chandeliers should be removed, and "Unit" pendants substituted at points indicated, and provided with a General Electric Co. mill type metal reflector and bowl-frosted lamps of capacities indicated in the schedule, and suspended at proper heights to give the maximum illuminating effect.

The letter racks, as usual, are very poorly lighted and should receive careful consideration and be relighted in the most approved manner.

The bag racks should be so located that they will come under the "Unit" pendants as nearly as possible, thus obviating the necessity for special lighting for the same.

The building is almost entirely equipped with tungsten lamps, but the practice which obtains of keeping the old carbon lamps burning until they give out before tungstens are substituted is uneconomical and should be stopped, and the building properly lamped with tungsten lamps throughout.

If the suggested changes in the lights and fixtures throughout the building are made there will result a reduction of about 30 per cent in current consumption at full load, and the efficiency of operation will be largely increased.

I attach hereto a schedule of the various fixtures and lamps throughout the building with suggested changes, also a statement of the current consumed for light and power during the year 1910–11 and a copy of the contract for the supply of electric current by the Railway Light & Power Co.

United States customhouse and post office, Birmingham, Ala.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
Basement			48			1-50 C	2,400			48		Holophane	1-25 Tu	1,200	
			1			1-60 Tu	60			1		do	1-60 Tu	60	
		2				1-50 C	100			2		do	1-25 Tu	50	
FIRST FLOOR.															
Room B	1				Holophane	6-25 Tu	150			1		do	1-150 Tu	150	
		2			do	1-25 Tu	50		2			do	1-25 Tu	50	
Room A	2				do	4-25 Tu	200			2		do	1-100 Tu	200	
		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Almond.
Room C	3				Holophane	6-25 Tu	450			3		Holophane	1-100 Tu	300	
		5			do	1-25 Tu	125		5			do	1-25 Tu	125	
				2	D'Olier	1-25 Tu	50				2	Holophane 457	1-25 Tu	50	Do.
Space D	3				Holophane	4-40 Tu	480			3		Holophane	1-450 Tu	450	
		2			do	1-40 Tu	80		2			do	1-25 Tu	50	
Room E			1		do	1-60 Tu	60			1		do	1-60 Tu	60	
		2			do	1-25 Tu	50		2			do	1-25 Tu	50	
Lobby		4			Globes	1-25 Tu	100		4			Globes	1-25 Tu	100	
			8		do	1-100 Tu	800			8		do	1-60 Tu	480	Chain pendent.
		3			Holophane	1-25 Tu	75		3			Holophane	1-25 Tu	75	
Outside rear workroom.			1		do	1-25 Tu	25			1		do	1-25 Tu	25	
	21				do	4-25 Tu	2,100			16		do	1-100 Tu	1,600	General lights.
	5				do	6-25 Tu	750		16			do	1-25 Tu	400	
	3				do	3-25 Tu	225				1	Holophane 457	1-25 Tu	25	Almond.
		16			do	1-40 Tu	640			1		Holophane	1-40 Tu	40	
				1	D'Olier	1-25 Tu	25		35			D'Olier	1-25 Tu	875	Straight letter racks.

United States customhouse and post office, Birmingham, Ala.—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FIRST FLOOR—continued.															
Outside rear workroom.	1				Holophane	2-25 Tu	50								
		35			D'Olier	1-25 Tu	875		30			D'Olier	1-25 Tu	750	Angle letter racks.
		30			do	1-25 Tu	750								
			1		Opal	4-40 Tu	160		4			do	1-25 Tu	100	Paper rack.
		3			D'Olier	1-40 Tu	120		3			do	1-40 Tu	120	General delivery rack.
Elevator			1		Moon	2-50 C	100			1		Moon	1-25 Tu	25	
Clock tower		12				1-50 C	600		12				1-25 Tu	300	
		12				1-25 Tu	300		12				1-25 Tu	300	
SECOND FLOOR.															
Room 201	1				Holophane	4-50 C	200			1		Holophane	1-60 Tu	60	
Room 202	2				do	6-25 Tu	300			2		do	1-100 Tu	200	
Room 203	2				do	6-50 C	600			2		do	1-100 Tu	200	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Almond.
Room 204	1				Holophane	4-25 Tu	100			1		Holophane	1-60 Tu	60	
Room 205	3				do	4-25 Tu	300			3		do	1-100 Tu	300	
Room 209	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
				3	D'Olier	1-25 Tu	75				3	Holophane 457	1-25 Tu	75	
Room 208	1				Holophane	4-25 Tu	100			1		Holophane	1-60 Tu	60	
				1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Rooms 210 and 211	2				Holophane	4-50 C	400			2		Holophane	1-40 Tu	80	
Room 212	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 213	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 214	1				do	4-25 Tu	100			1		do	1-60 Tu	60	

SECOND FLOOR.															
Room 215	1				Holophane	4-25 Tu	100			2		Holophane	1-100 Tu	200	
			1		D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 216	1				Holophane	2-50 C	100			1		Holophane	1-25 Tu	25	
	1				do	4-50 C	200			1		do	1-100 Tu	100	
Room 217	1				do	4-50 C	200			1		do	1-25 Tu	25	
Corridors			4		Globes	1-60 Tu	240			4		Globes	1-60 Tu	240	
		(1)	(1)	(1)	do	1-60 Tu	240	(1)	(1)	(1)	(1)	c	1-60 Tu	240	
THIRD FLOOR.															
Room 302	1				Holophane	4-25 Tu	100			1		Holophane	1-100 Tu	100	
Room 303	1				do	4-25 Tu	100			1		do	1-60 Tu	60	
	1				do	2-25 Tu	50			1		do	1-25 Tu	25	
		1			do	1-25 Tu	25		1			do	1-25 Tu	25	
Room 305	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 304	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
Room 312	1				do	4-25 Tu	100			1		do	1-100 Tu	100	
				1	Special	2-60 Tu	120				1	Special	2-40 Tu	80	
Room 307	2				Holophane	2-50 C	100			1		do	1-100 Tu	100	
Raom 311	1				do	6-50 C	300			1		do	1-150 Tu	150	
				2	D'Olier	1-60 Tu					2	Holophane 457	1-25 Tu	50	Do.
						1-25 Tu	85			1		Holophane	1-100 Tu	100	
Room 310	1				Holophane	4-50 C	200			2		do	1-60 Tu	120	
Room 311	2				do	4-25 Tu	200			2		do	1-60 Tu	120	
Room 312	2				do	4-50 C	400			2		do	1-25 Tu	150	
Room 313			2		do	1-50 C	100		1			do	1-25 Tu	25	
		1			do	1-50 C	50			5		do	1-150 Tu	750	
Room 301	5				do	6-50 C	1,500		4			do	1-25 Tu	100	
		4			do	3-50 C	600	(1)	(1)	(2)	(2)			50	
	(3)	(3)	(3)	(3)	Globes	1-25 Tu	50								

[1] 4 Standards. [2] No change. [3] 2 Standards.

United States customhouse and post office, Birmingham, Ala.—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shade.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FOURTH FLOOR.															
Room 401			1		Holophane	1-25 Tu	25			1		Holophane	1-25 T	25	
Room 402			1		do	1-50 C	50			1		do	1-25 Tu	25	
		2			do	1-25 Tu	50			2		do	1-25 Tu	50	
Room 403			1		do	1-50 C	50			1		do	1-25 Tu	25	
Room 404			2		do	1-50 C	100			2		do	1-25 Tu	50	
Room 407			1		do	1-50 C	50			1		do	1-25 Tu	25	
Room 410		1			do	1-50 C	50		1			do	1-25 Tu	25	
Corridors			6		do	1-50 C	300			6		do	1-25 Tu	150	
														13,500	

21,685—13,500=8,150=38 per cent.

BIRMINGHAM RAILWAY, LIGHT & POWER CO.

MARCH 14, 1911.

Electric current for lighting service at the following-named rates, with discounts if paid by the 10th of the month following service:

Twelve cents per kilowatt, to be changed in 1912 to 10 cents. Under 25 kilowatts, 10 per cent; over 1,000 kilowatts, 37½ per cent; over 25 kilowatts, 15 per cent; over 1,500 kilowatts, 40 per cent; over 150 kilowatts, 20 per cent; over 2,000 kilowatts, 42½ per cent; over 250 kilowatts, 25 per cent; over 2,500 kilowatts, 45 per cent; over 400 kilowatts, 30 per cent; over 3,000 kilowatts, 47½ per cent; over 500 kilowatts, 35 per cent; over 3,500 kilowatts, 50 per cent.

Electric current for operating canceling machine and elevator at 7 cents per kilowatt hour, with discounts as follows if bills are paid by the 10th of the month following service: Up to 450 kilowatts, 10 per cent; over 450 kilowatts, 15 per cent.

Heating, 1910–1911.—Three hundred dollars for season, flat rate. Two-pipe gravity system heating, part direct, part indirect, all used. All in good order.

Building warm in winter. Ventilating fan put in workroom by postmaster; 36-inch electric exhaust. Works O. K.

Steam heat:

1910—Oct. 31	$50.85
Nov. 30	180.71
Dec. 30	248.99
1911—Jan. 31	158.56
Feb. 28	127.96
March	111.40
April	72.08
May	23.49

Light and power.

1910.		1911.	
July	$287.64	January	$335.15
August	285.95	February	306.89
September	299.10	March	290.65
October	328.55	April	347.97
November	325.52	May	276.16
December	296.56	June	244.10
			3,623.44

UNITED STATES CUSTOMHOUSE AND POST OFFICE, MACON, GA.

This is a very beautiful white-marble building, with three stories and a basement, and was built in 1908.

The principal officers are: Postmaster and custodian, Mr. H. S. Edwards; assistant postmaster, Mr. H. Rudisill.

The building is in good order, clean, and well kept up, every possible effort in this direction, as well as for efficiency and economy, being made by the postmaster and his assistants.

The building is heated by a hot-water system which is in good order and satisfactory in every way.

Electric current is purchased from the Macon Railway & Light Co., and is alternating for the lights and canceling machines and direct for the elevator motor.

The electric-lighting system is up to date, the wiring is installed in metal conduit, with base and floor plugs and control switches in the various rooms.

Chain-pull sockets and chandelier pendent switches are provided.

The cut-out boxes are up to date with inclosed fuses and knife switches and are in good order.

Key-lock switches control the various corridor lights.

The fixtures are "Government" standard in design and of modern type.

All reflectors and glassware are of the Holophane type.

Only criticism is that the building has too much light.

"Unit" type fixtures should be substituted for the chandeliers in the various rooms with lamps of the capacities indicated in the schedule; the holophane reflectors should be satin finish and the lamps bowl frosted, care being taken to get the lights suspended at such heights as will give the maximum illuminating effect.

All "Unit" fixtures should be equipped with chain pull sockets and "Economy" type pulls so that each can be operated separately.

"Dale" type portables, equipped with holophane No. 457 metal shades, should be substituted for the "Almond" portables now in use.

The workroom is well laid out as to rapid progression of work, but the letter racks require careful relighting in the most approved manner.

The general illumination is too great and all chandeliers should be removed and "Unit" pendants substituted at points indicated, and provided with G. E. Co. mill type metal reflectors and bowl frosted lamps of capacities indicated in the schedule, and suspended at proper heights to give the maximum illuminating effect.

The bag racks should be so located that they will come under the "Unit" pendants thus obviating the necessity for special lighting on the same.

The letter-distributing racks are, as usual, very poorly lighted and should receive careful consideration and be relighted in the most approved manner.

The building is almost entirely equipped with tungsten lamps, but the practice which obtains here of keeping the old carbon lamps burning until they give out is bad and should be stopped and the building properly lamped with tungsten lamps.

If the suggested changes in the lights and fixtures throughout the building are made, there will result a reduction in current consumption at full load of about 49 per cent and the efficiency of operation will be largely increased.

I attach hereto a schedule of the various fixtures and lamps throughout the building with suggested changes, and a statement of the electric current consumed for light and power during the year 1911, and the rate at which current is sold by the Macon Railway & Light Co.

United States customhouse and post office, Macon, Ga.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
Basement			13			1-50 C	800			16		Holophane	1-25 Tu	400	
	5					4-50 C	1,000			5		do	1-40 Tu	200	
	1					3-50 C	450			3		do	1-25 Tu	75	
	2					2-50 C	200			2		do	1-25 Tu	50	
		3				1-50 C	150		3			do	1-25 Tu	75	
				1	D'Olier	1-50 C	50				1	Holophane 457	1-25 Tu	25	Almond.
FIRST FLOOR.															
Room 103	1				Holophane	5-40 Tu	200			1		Holophane	1-150 Tu	150	
Room 106	1				do	5-40 Tu	200			1		do	1-150 Tu	150	
Vault				1		1-40 Tu	40				1		1-25 Tu	25	
Room 109			1		Globe	1-60 Tu	60			1		Globes	1-60 Tu	60	
Room 110	2				Holophane	5-40 Tu	200			2		Holophane	1-100 Tu	100	
		4			do	2-40 Tu	320		4			do	2-40 Tu	320	
		2			do	1-40 Tu	80		2			do	2-40 Tu	80	
				2	D'Olier	1-40 Tu	80				2	Holophane 457	1-25 Tu	50	Do.
Vault				1		1-40 Tu	40				1		1-25 Tu	25	
Room 114	1				Holophane	3-50 C	150			1		Holophane	1-100 Tu	100	
			1		do	1-50 C	50			1		do	1-25 Tu	25	
		2			do	Various	40		2			do	1-25 Tu	50	
Outside		2				1-40 Tu	80			2		do	1-25 Tu	50	
Corridors			6		Glass	1-60 Tu	360			6		Globes	1-60 Tu	360	
Elevators			1		Moon	2-50 C	100			1		Moon	1-40 Tu	40	
Main entrance	(1)	(1)	1)	(1)	Globes	220	440							440	
Workroom	16				Holophane	4-40 Tu	2,560			10		Holophane	1-150 Tu	1,150	General lighting.
		5			do	2-40 Tu	400		5			do	1-40 Tu	200	

[1] 2 Standards.

United States customhouse and post office, Macon, Ga—Continued.

Location.	Present fixtures.				Present shades.	Present lamps.	Watts.	Recommended fixtures.				Recommended shades.	Recommended lamps.	Watts.	Remarks.
	Chandeliers.	Brackets.	Pendents.	Portables.				Chandeliers.	Brackets.	Pendents.	Portables.				
FIRST FLOOR—continued.															
Workroom		19			Holophane	1-40 Tu	760		19			Holophane	1-40 Tu	760	
		28			D'Olier	1-50 C	1,400		28			D'Olier	1-25 Tu	700	Strait letter racks.
				1	do	1-40 Tu	40				1	Holophane 457	1-25 Tu	25	
		6			do	1-40 Tu	240		6			D'Olier	1-25 Tu	150	Angle letter racks.
SECOND FLOOR.															
Room 202	1				Globes	6-50 C	300			1		Holophane	1-100 Tu	100	
Room 203	1				Holophane	6-50 C	300			1		do	1-60 Tu	60	
Room 204	1				do	5-50 C	250			1		do	1-100 Tu	100	
Room 209	1				do	6-50 C	300			1		do	1-150 Tu	150	
		1			do	1-50 C	50		1			do	1-25 Tu	25	
Rooms 211, 212, and 213.	2				Globes	10-50 C	1,000	2				do	10-25 Tu	250	
		6			Holophane	1-40Tu	240	(1)	(1)	(1)	(1)				
Room 214	1				do	6-50 C	300			1		Holophane	1-100 Tu	100	
				1	D'Olier	1-40 Tu	40				1	Holophane 457	1-25 Tu	25	Almond.
Room 216	1				Holophane	Various	250			1		Holophane	1-100 Tu	100	
				1	D'Olier	1-40 Tu	40				1	Holophane 457	1-25 Tu	25	Do.
Room 217			2		Holophane	2-50 C	100			1		Holophane	1-40 Tu	40	
Room 219	1				do	4-50 C	200			1		do	1-60 Tu	60	
Room 222	1				do	6-50 C	300			1		do	1-100 Tu	100	
		1			do	1-50 C	50		1			do	1-25 Tu	25	
Corridors			4		Globes	1-30 C	120			4		do	1-25 Tu	100	
			4		do	1-60 C	240			4		do	1-60 Tu	240	

THIRD FLOOR.															
Room 302		1			Holophane	1-25 Tu	25		1			Holophane	1-25 Tu	25	
Room 303	1				do	6-25 Tu	150			1		do	1-100 Tu	100	
			1	1	D'Olier	1-25 Tu	25				1	Holophane 457	1-25 Tu	25	Do.
Room 305	1				do	Various	215			1		Holophane	1-100 Tu	100	
Room 306	1				Holophane	Various	225			1		do	1-60 Tu	60	
Room 308	1				do	Various	275			1		do	1-100 Tu	100	
Room 309	1				do	Various	210			1		do	1-100 Tu	100	
Room 311	1				do	Various	210			1		do	1-100 Tu	100	
				1	D'Olier	1-40 Tu	40				1	Holophane 457	1-25 Tu	25	Do.
Room 312	1				Holophane	Various	180			1		Holophane	1-40 Tu	40	
Room 313	1				do	Various	250			1		do	1-150 Tu	150	
Room 314	1				do	6-40 Tu	240			1		do	1-100 Tu	100	
Corridors			3		Globes	1-30 C	90			3		Globes	1-25 Tu	75	
			5		do	1-60 Tu	300			5		do	1-50 Tu	300	
Attic		5				1-50 C	250		5			Holophane	1-25 Tu	125	
		9				1-30 C	270		9			do	1-25 Tu	225	
	1					3-50 C	150			1		do	1-25 Tu	25	
			1			1-50 C	50			1		do	1-25 Tu	25	
							17,725							9,035	

[1] Omit brackets.

17,725—9,035=8,690=49 per cent.

MACON RAILWAY & LIGHT CO., MACON, GA.

POST OFFICE, MULBERRY STREET.

Power.

1911.	
January, 273 k. w., at 7½ cents flat	$20.47
February, 218 k. w., at 7½ cents flat	16.35
March, 180 k. w., at 7½ cents flat	13.50
April, 202 k. w., at 7½ cents flat	15.15
May, 272 k. w., at 7½ cents flat	20.40
June, 170 k. w., at 7½ cents flat	12.75
July, 186 k. w., at 7½ cents flat	13.95
August, 184 k. w., at 7½ cents flat	13.80
September, 178 k. w., at 7½ cents flat	13.35
October, 215 k. w., at 7½ cents flat	16.12
November, 240 k. w., at 7½ cents flat	18.00
December, 262 k. w., at 7½ cents flat	19.65
Total (2,580 k. w.)	193.49

Lights.

1911.	
January, 3,585 k. w., at 7½ cents flat	$268.87
February, 2,956 k. w., at 7½ cents flat	221.82
March, 2,706 k. w., at 7½ cents flat	202.95
April, 2,441 k. w., at 7½ cents flat	183.07
May, 2,233 k. w., at 7½ cents flat	167.47
June, 1,620 k. w., at 7½ cents flat	121.50
July, 1,662 k. w., at 7½ cents flat	124.65
August, 1,830 k. w., at 7½ cents flat	137.25
September, 1,687 k. w., at 7½ cents flat	129.52
October, 1,700 k. w., at 7½ cents flat	127.50
November, 2,068 k. w., at 7½ cents flat	155.10
December, 2,303 k. w., at 7½ cents flat	172.72
Total (26,791 k. w.)	2,009.32
Power	193.49
	2,202.81

ON THE ESTABLISHMENT OF AN INDEPENDENT PUBLIC HEALTH SERVICE

INTERIM REPORT ON THE ESTABLISHMENT OF AN INDEPENDENT PUBLIC HEALTH SERVICE.

MAY 6, 1912.

The PRESIDENT: At your request the Commission on Economy and Efficiency has undertaken to investigate the various Government services having to do with matters pertaining to public health and submits the following preliminary report on the advisability of establishing a Government service, independent of existing executive departments, to have charge of those activities that pertain to the public health.

The interim recommendations of the commission on this subject are:

(1) That provision be made by law for the establishment of an independent public-health service.

(2) That provision be made in the law creating that service for the transfer to it of bureaus or divisions in the executive departments concerning which there is no doubt as to their distinct public-health purpose, and among those the following:

(*a*) The Bureau of Public Health and Marine-Hospital Service, now under the Department of the Treasury.

(*b*) The Bureau of Chemistry, or that part of it charged with the investigation of the adulteration of foods, drugs, and liquors, and with the execution and enforcement of the act of Congress entitled, "An act for preventing the manufacture, sale, or transportation of adulterated or misbranded or poisonous or deleterious foods, drugs, medicines, and liquors and for regulating traffic therein, and for other purposes," approved June 30, 1906, now in the Department of Agriculture.

(*c*) The Division of Vital Statistics, Bureau of the Census, now in the Department of Commerce and Labor.

(3) That provision be made in the law for the grant of authority to the President to transfer to said Public Health Service the whole or any part of any bureau, division, or other branch of the Government engaged in work pertaining to the public health, except the Medical Department of the Army, and the Bureau of Medicine and Surgery of the Navy, when upon investigation he is of the opinion that it will be for the best interests of the public to make the transfer.

(4) That provision be made also for certain new bureaus under said Public Health Service, to take charge of lines of work not covered by other subdivisions of said service or other bureaus, divisions, or branches of the Government.

(5) That the Director of the Public Health Service be authorized, with the approval of the President, to rearrange the organization and work of the several bureaus and divisions covered by his service in such manner as will bring about a better coordination of said subdivisions.

(6) That provision be made by the law for the transfer of funds appropriated with each service transferred, and for the apportionment of funds for each bureau or division rearranged by the director of the service.

The foregoing recommendations represent the conclusions which have been reached by the commission as the result of its study of the work now being done in the several executive departments in the protection and promotion of the public health. In other reports the commission has emphasized the economy and efficiency to be attained through the bringing together, under the same general direction, of those services whose activities fall within the same field.

The commission has studied in detail the work of the several services and branches of the Government having to do with matters of public health, and has reached the conclusion that until the several bureaus and divisions are brought together under a common direction it will be impossible for the Government to have a definite health program which is adapted to the needs of the people or for public-health matters to receive the attention their importance deserves; nor can the existing services accomplish the results that should be obtained from the money expended in their maintenance and operation.

The creation of an independent Public Health Service is recommended by the commission in order to accomplish three purposes: (1) To insure that a work of such commanding importance to the people will receive the special attention that it deserves; (2) to provide an organization best adapted to doing health work; and (3) to relieve existing departments of duties in no way germane to their chief functions and which, therefore, detract from rather than add to their efficiency.

In respect to the first of these points the commission is influenced not only by the importance and variety of the work now being done by the Government in this field but by the certainty that public opinion will demand that the Government do much more each year. It may be said that only within recent years has the country been aroused to the importance from the national standpoint of the subject of public health. That this awakened interest must lead to the assumption by the National Government of new duties and responsi-

bilities in this field is almost certain. It is not necessary, however, to base a recommendation for an independent Public Health Service upon future needs. At the present time the operations of the Government in this field are sufficient to warrant the creation of an independent service to care for them. In the Marine-Hospital quarantine and immigrant-inspection work of the Bureau of Public Health and Marine-Hospital Service of the Treasury Department; in the scientific research work done in that bureau; in the enforcement of the pure-food, drug, and liquor act, through the Bureau of Chemistry of the Department of Agriculture; in the comprehensive efforts being made by the Division of Vital Statistics of the Bureau of the Census, Department of Commerce and Labor; and in the special work being done by various other subdivisions the Government is now doing work pertaining directly to public health and sanitation, and that work requires the maintenance of elaborate services and the expenditure of millions of dollars annually.

The commission has considered the question as to whether the advantages to be derived from the correlation of these several services could not be secured by assembling them under some one of the existing executive departments. Such examination, however, has convinced the commission that this would not reach the end desired unless all the activities which are not directly related to health work be first transferred from such department. It believes that the attempt to group these several services under a department whose major interest would be in other fields would result in little, if any, improvement over existing conditions. At the same time the commission recognizes the inadvisability of adding to the number of executive departments if such action can be avoided. It is for this reason that it recommends the creation of a service which, while independent of other departments, will not itself have the status of a department unless after such a service has been developed and a better basis exists for judgment it is found that an additional department is needed. It may be that by redistribution of activities the same end may be reached without increasing the number of departments.

The services which the commission believes should be transferred by law as subdivisions of the proposed Public Health Service do not represent all of the bureaus, divisions, and subdivisions performing work in connection with the public health and sanitation. There are a number of other services whose activities in whole or in part fall in this field. These other services have grown up, however, as parts of organizations created for the performance of work in fields other than that of public health and sanitation. Only a painstaking investigation of the exact nature of the work now being performed by such services, and its relation to other activities performed by the bureaus and departments in which such services are located, will make it pos-

sible to determine whether or not it will be in the interest of economy and efficiency to have such work performed as at present, or transferred to and made a part of the Public Health Service. The commission has undertaken detailed studies of the history, organization, and activities of these services. Until the results of such studies are available the commission believes that it would be a mistake to transfer the work of such services.

It is for this reason that the commission has restricted its recommendations concerning the services to be immediately made parts of the Public Health Service to those few services concerning the propriety of whose incorporation in the Public Health Service there can be but little difference of opinion. It is satisfied that such further investigation of other services having to do with public health matters will establish clearly that some of these services, or certain parts of their activities, should be transferred to the proposed Public Health Service. The commission accordingly recommends that the act providing for the creation of such Public Health Service should authorize the President hereafter to transfer such other services or parts of services to the independent Public Health Service to be created as, in his opinion, is for the best interests of the public. In making this recommendation the commission has followed the precedent established by the act creating the Department of Commerce and Labor. That act provided as follows:

> The President be, and he is hereby, authorized, by order in writing, to transfer at any time the whole or any part of any office, bureau, division, or other branch of the public service engaged in statistical or scientific work from the Department of State, the Department of the Treasury, the Department of War, the Department of Justice, the Post Office Department, the Department of the Navy, or the Department of the Interior to the Department of Commerce and Labor; and in every such case the duties and authority performed by and conferred by law upon such office, bureau, division, or other branch of the public service, or the part thereof so transferred, shall be thereby transferred with such office, bureau, division, or other branch of the public service, or the part thereof which is so transferred. And all power and authority conferred by law, both supervisory and appellate, upon the department from which such transfer is made, or the Secretary thereof, in relation to the said office, bureau, division, or other branch of the public service, or the part thereof so transferred, shall immediately, when such transfer is so ordered by the President, be fully conferred upon and vested in the Department of Commerce and Labor, or the Secretary thereof, as the case may be, as to the whole or part of such office, bureau, division, or other branch of the public service so transferred.

The commission believes that similar provision should be made in the act providing for the establishment of an independent Public Health Service.

It believes also that the Director of the Public Health Service, subject to the approval of the President, should have the same power to rearrange and consolidate the subdivisions of his service that was conferred upon the Secretary of Commerce and Labor to rearrange

and consolidate the statistical work of the bureaus and offices confided to said department. The section of the act conferring that authority reads as follows:

And the Secretary of Commerce and Labor is hereby given the power and authority to rearrange the statistical work of the bureaus and offices confided to said department and to consolidate any of the statistical bureaus and offices transferred to said department.

Respectfully submitted.

FREDERICK A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
WALTER W. WARWICK.
FRANK J. GOODNOW.
MERRITT O. CHANCE,
Secretary.

THE RECOVERY OF FIBER STOCK OF CANCELED PAPER MONEY

THE RECOVERY OF FIBER STOCK OF CANCELED PAPER MONEY.

SEPTEMBER 21, 1912.

The PRESIDENT: The Commission on Economy and Efficiency has under investigation the disposal of the waste paper of the Government and expects to make a full report to you on the subject by the 1st of December.

Among other studies being made are the different processes of deinking and defibering canceled paper money. In connection with the latter we beg to submit at this time a preliminary report prepared by Mr. F. C. Clark of the Bureau of Standards, and a member of our subcommittee on waste paper, relative to the results obtained by a new process of reclaiming waste paper, known as the Winestock process.

As will be noted from this report, Mr. Clark estimates that an annual saving of $100,000 will result by the use of this new process, instead of the present process of macerating and disposing of this stock.

A former investigation was made of this process of defibering and deinking waste paper, by members of this joint committee, at which time, however, studying its application to waste paper generally, of which there are between 5,000 and 6,000 tons accumulated annually by the various services of the Government at Washington.

There is submitted with the report referred to herewith samples of canceled paper money after maceration by the present process, and samples of the macerated paper after being put through the Winestock process.

In order that an idea may be had as to what the Winestock process is, the following brief statement may be of interest:

The machine is of the nature of an open centrifugal pump, so designed and constructed as to produce a remarkably rapid defibering action upon a sheet of paper without injury to the fibers in any way. The rapid and complete defibering of the paper tends to produce a much more rapid chemical action between the ink and those chemicals used to produce saponification. The time required to produce complete saponification and defiber the paper varies from 2 to 10 minutes in a small machine and would not exceed 30 minutes in a large commercial machine. At the end of this time the pulp is ready for washing, and then it is available for remanufacture into paper without the use of any bleaching agents.

The present methods for the recovery of old paper all require cooking from 8 to 16 hours at high pressure and temperature, with a large amount of chemicals, after which time the pulp requires a prolonged washing operation and a high percentage of bleach to produce the desired white color.

The advantages of this new process over the present methods are: Great saving in time, power, labor, chemicals, and a very much higher percentage of yield.

In order that we may further investigate the possible application of this plan and study out other plans which we have under consideration in connection with the subject of making distinctive paper, we find that it will be advisable to have a representative of the Bureau of Standards and a representative of this commission, both members of the joint committee on the subject of paper, visit the mills at Dalton, Mass., where this money paper is manufactured, in order that they may become acquainted with the processes which are now employed. With this in view we would thank you to authorize the Secretary of the Treasury to grant two members of this committee permission to study the processes employed at present in the manufacture of this paper.

Respectfully submitted.

F. A. Cleveland,
W. W. Warwick,
M. O. Chance,
Commissioners.

CANCELED PAPER MONEY.

DEPARTMENT OF COMMERCE AND LABOR,
BUREAU OF STANDARDS,
WASHINGTON.

Mr. M. O. CHANCE,
Secretary the President's Commission on Economy and Efficiency,
White House, Washington, D. C.

SIR: Relative to my recent trip from Newmarket, N. H., to Perkinsville, Vt., and return, I have the honor to report to you through Dr. S. W. Stratton, Director of the Bureau of Standards.

As the railroad connections across New Hampshire are very poor, it was necessary to leave Newmarket, N. H., Monday, August 12, at 7.10 a. m., over the Boston & Maine in order to make the best connections, arriving at Charlestown, N. H., at 12.50 p. m., by way of Manchester, Concord, and Claremont Junction. The ride to Springfield, Vt., was by trolley from Charlestown, N. H., arriving there at 1.30 p. m.

At Springfield I met Mr. G. W. Craigie, who was there to examine the Winestock process in the interests of the S. D. Warren Co., of Cumberland Mills, Me.

Tuesday we were called for by Mr. Winestock, who took us to his experimental plant at Perkinsville. Later in the morning several New York men arrived. They were Mr. Armstrong, Mr. Auchincloss, and a Mr. Hartman, who represented the firm of George F. Hardy, the well-known consulting engineer and paper-mill architect.

The first test was made on a 10-pound mixture of Saturday Evening Posts, Literary Digests, and the Watchman. The time required to defiber the paper and prepare it for the washing engine was three minutes.

The second test was on macerated United States currency stock, and about 10 minutes were required to completely defiber the small particles of paper contained therein.

For the third run some high-grade machine-finished writing paper, containing 90 per cent of rag, was used. The time required to completely defiber was four minutes.

The last run was made on old printed newspapers and required three and one-half minutes to reduce the paper to pulp.

It was impossible in the short space of time available to thoroughly wash any of these four lots of pulp, so only enough was washed by hand to provide the necessary size samples for those interested. As my previous report covers the work done on all these papers, except the macerated United States currency, this report will deal with the observations made while handling that particular stock.

All of these tests were very much handicapped by water conditions. River water was used, and owing to there being some pink coloring matter in the water from the cotton mills above, also a large amount of decayed vegetable matter due to low water, we were not able to get as good a white color on the pulp as we otherwise would have done.

On Wednesday a second run was made on the United States currency stock. The chemicals used in the run were slightly different from those used in the first run on this kind of stock, and results were more nearly what was required. The color was

of a brighter and clearer white than in the previous run. The following table gives the time required to defiber the United States money:

	Began filling machine.	Finished filling machine.	Chemicals in.	End of run.	Total time in minutes.	Time in minutes required to defiber and loosen ink.
	H. m. s.	*H. m. s.*	*H. m. s.*	*H. m.*		
First run	1 31 25	1 32 10	1 32 10	1 41	9½	9
Second run	10 36 50	10 37 50	10 38 00	10 44	7¼	7

The difference between the two runs was due to running a little longer than was thought necessary on the first run in order that the pulp would be thoroughly defibered.

All of Wednesday afternoon and Thursday was spent in washing the pulp and preparing samples for shipment to the Bureau of Standards.

I left Springfield at 5.50 Friday morning, arriving in Newmarket, N. H., at 3 p. m., over the same route as used in going to Springfield.

The results of these runs show very conclusively that the Winestock process will defiber United States currency stock, and also that it will loosen up the ink so that it may be readily removed in the ordinary washing engine. In order to get the best results this process should be substituted for the present method of macerating United States currency in use at the Bureau of Engraving and Printing. The method of the bureau consists in cooking the paper money in a very strong solution of soda ash at about the boiling temperature of water. The vat or kettle in which this is done is provided with a series of revolving knives, which has a more or less grinding action on the pulp. The effect of the grinding action is to shorten the fibers and also to rub the ink or coloring matter into the pores of the fibers, making it more difficult to remove the ink without bleaching. The Winestock process would entirely overcome this defect as well as being a much cheaper method, and the pulp obtained would have a very much higher market value.

It will always be necessary to use some caustic alkali in treating old money paper, as by so doing the silk fiber is destroyed; but were the paper money first put through the Winestock process, then washed, and treated to a weak solution of caustic alkali, the silk would be dissolved and yet the alkali would not be strong enough to weaken the rag fibers. Any weakening of the rag fibers means not only a loss due to deterioration, but an actual loss in weight.

At the present time the Government buys about 500 tons of money paper per year, at a cost of almost $800 per ton. The sale price of macerated money paper is about $31.50 per dry ton, which, together with the loss due to present methods of macerating and cooking, cost of handling, etc., makes the net return practically a negligible quantity. The advantages to be gained by the use of the Winestock process would be as follows:

The recovered pulp would be of a good white color obtained without the use of bleach and could be put upon the market in such shape that an estimated price of about $200 per air-dry ton could be obtained.

This estimated price per ton is based upon the fact that new rags used in making this grade of paper cost about $200 per ton, not adding the cost of reducing the rags to a pulp, which amounts to about $50 per ton.

The pulp produced by the Winestock process is practically ready for use on paper machine. Mills purchasing this pulp would be saving the factory costs in producing pulp from the rags plus the loss in destruction of fibers while so doing.

The stock produced by the Winestock process would be available for making into the highest grade of paper. The cost of handling by this new method would be less

than that of the method in use at the present time; also, time required, cost of chemicals and fiber loss would be materially decreased.

The net returns to the Government by the use of the new method would be very large as compared with the returns from the present method. The proposed method would have the following advantages over the present method:

First. Speed in production (saving cost of power and reduction in number of employees).

Second. Decreased loss of fibers, thereby increasing the yield of pulp.

Third. Better grade of fiber, thoroughly removing all ink and dirt, increasing the sale value of pulp over 600 per cent.

The estimated saving over the present method amounts to about $100,000. The first and second items shown under advantages would offset the amount at present received for the pulp.

Respectfully, F. C. Clark.

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